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ABSTRACT

This paper was prepared to provide background information for use by a committee on adult literacy, composed of superintendents, assistant superintendents, principals, teachers, school board members, curriculum specialists, business leaders, individuals from higher education, legislators, and legislative staff. The purpose was to highlight successful California adult literacy programs and strategies and to offer some critical directions for the future which can be shared on a national basis. With this in mind, the paper not only describes the state's level of effort in providing literacy services, but also provides a national context for viewing adult literacy in California. Although emphasis is on programs of the California State Department of Education, the paper also considers other agencies delivering adult literacy services, such as the state library and literacy volunteer organizations. An introductory chapter describes in general terms the status of programs in California, and outlines the issues for discussion. The second chapter presents a profile of adult literacy in the state. Chapter 3 addresses a number of aspects of California's public education system, including an overview of adult education providers and information on public funding for adult education, 10 authorized areas of instruction, program participant characteristics, and geographic distribution of programs. The fourth chapter focuses on literacy programs and providers, the effectiveness of such programs, and current trends and directions. Chapter 5 outlines a strategic plan to combat adult illiteracy, and the final chapter provides sketches of federally funded state initiatives operating under the rubric of the Adult Education 2000 Project. (MSE) (Adjunct ERIC Clearinghouse on Literacy Education)

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ADULT LITERACY

Background Paper for the California Education Summit

Submitted To:

Adult Education Unit
Division of Youth, Adult and Alternative Educational Services
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U.S. DEPARTMENT OF EDUCATION

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1989-91 Adult Education Interim Steering Committee

PC800131

ADULT LITERACY

Background Paper for the California Education Summit

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This paper was prepared by compiling and editing materials from three documents prepared for the 1988-89 Adult Education Advisory Committee:

- Fred Best, *Adult Education Needs for a Changing State: Discussion Paper on Long-Term Adult Education Needs in California*
- Barry Stern, *The California Adult Education System: Background Paper on the Response of Adult Education Institutions to the Needs of Californians*
- *Adult Education for the 21st Century: Strategic Plan to Meet California's Long-Term Adult Education Needs*

December 1, 1989

The Adult Education Institute for Research and Planning is funded under Contract 7147 between Pacific Management and Research Associates, Sacramento, California, and the Adult Education Unit of the Youth, Adult and Alternative Services Division of the California State Department of Education. This paper has been prepared to summarize background information and outline possible policy decisions. The contents of this paper do not necessarily reflect the policies of the State Department of Education, Interim Adult Education Steering Committee, or other institutions.

Pacific Management and Research Associates

Letter of Transmittal

This paper has been prepared for the Adult Education Unit to provide background information for the California Education Summit. Specifically, it is intended as a discussion piece for the focus group participating in the strand on Adult Literacy. The focus group is composed of superintendents, assistant superintendents, principals, teachers, school board members, curriculum specialists, business leaders, individuals from higher education, legislators, and legislative staff.

The purpose of this concept paper is to highlight successful programs and strategies in the field of Adult Literacy in California and to offer some critical directions for the future of adult literacy education which can be shared on a national basis. With this end in mind, the paper not only describes the state's level of effort in providing literacy services, but also provides a national context for viewing adult literacy in California. Although the paper focuses on the programs of the California State Department of Education, it also takes into consideration those other agencies that deliver adult literacy, *e.g.*, the state library, literacy volunteer organizations, etc.

Sincerely,

Shirley Thornton
Deputy Superintendent, Special Programs

Gerald H. Kilbert
State Director of Adult Education

Raymond G. Eberhard
Administrator, Adult Education Unit

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Chapter 1
INTRODUCTION

Adult literacy was identified as an integral part of the national agenda developed during President Bush's Education Summit. This paper outlines the scope of the adult literacy problem in California and the steps which have been taken to combat it.

As a follow-up to the national summit, California Superintendent of Public Instruction, Bill Honig, has called a California Education Summit, ***Meeting the Challenge - The Schools Respond,*** for the purpose of bringing together people who have been successful with educational reform to engage the problems that confront public education today. The objectives of the summit are to:

- Help shape the emerging national agenda as outlined at the President's Education Summit
- Identify where we have been successful in California with education reform and what we have learned from that experience
- Determine where we should go from here.

The goal of the California Education Summit is to capture the themes of each focus session in concise papers which can then be presented to a follow-up national summit in February.

Mission of Adult Literacy Focus Group

The mission of the adult literacy focus group is to:

- Highlight and validate California's efforts in adult literacy
- Describe future needs and directions
- Make suggestions and recommendations on California products and services that can be shared with the nation.

This chapter serves as a short briefing paper to acquaint the summit participant with the need for literacy services in California. It gives examples of existing literacy programs and presents focus questions to guide the discussion of the information that follows.

The Need for Literacy Services in California Today

Using data collected in the 1979 NOMOS[1] study SRA Associates re-projected the size of the California population in need of literacy services. This re-estimate of need incorporates updated census data which reflects differentiated rates of population growth in the state since 1979.

Of the 20,335,424 individuals aged 15 and over in California, SRA Associates estimated in 1987 that 3,075,312 may be considered to have a significant "performance deficit" as defined by the NOMOS competency measures. This number represents approximately 15.1% of the adult population, a figure which is slightly higher than the 14% estimated by Barnes and Henschel[2] for the U.S. Office of Education. Those estimates were based on data available before the major influx of refugees occurred in California and before the military services ceased serving as a "literacy service provider of last resort" to several key at-risk populations. Thus, ***illiterate adults currently represent a population which is three-quarters the size of the K-12 population.***

The highest rates of illiteracy are found among minorities. However, 43.6 percent of illiterates in California are White.

The highest rates of illiteracy are found among minorities. However, the greatest numbers of illiterates are White. The NOMOS methodology, as updated by SRA, indicates that 28.2% of Asians, 26.5% of Blacks, 23.9% of Hispanics, and 9.8% of Whites have "performance deficits." Despite the higher rates of illiteracy among minorities, the largest single group of illiterates is White. The 9.8% of Whites who have performance deficits translate into 1.3 million illiterates. Thus 43.2% of the 3.1 million illiterates are White. When this group is combined with the 12.8% of illiterates who are Black, it is clear that the majority (56%) of illiterates in California are native speakers of English.

[1] NOMOS Institute, California Competency Survey, Berkeley, 1979.

[2] Barnes, R. and Henschel, G., "Adult Illiteracy Estimates for the States," United States Office of Education, 1986.

California's Literacy Programs

California is fortunate to have a large and diverse literacy delivery system consisting of:

- Adult Schools (State Department of Education)
- Community Colleges (Chancellor's Office)
- State Library Programs
- Volunteer Organizations
- Community Based Organizations
- Employer Provided Education

More specifically, through the years the Adult Education Unit of the Youth, Adult and Alternative Educational Services Division of the State Department of Education has funded the development of the following exemplary programs targeted for the State's literacy deficient population.

Accepted by the National Diffusion Network and Adopted in Other States:

- Comprehensive Adult Student Assessment System (CASAS)
- Clovis Live-Ability Skills (CLASS)

Acquired by Publishers for National Distribution:

- ENGLISH THAT WORKS (from the Integrated Competency Based Vocational English as a Second Language project (ICB-VESL project)
- LIFESCHOOL (the CLASS project)
- COMPETENCY ACHIEVEMENT PACKETS (L.A. - CAPS project)

Adopted by Other States:

- ESL Institute

Completed/Institutionalized Initiatives Sponsored by the Adult Education Unit:

- Competency Based Adult Education (CBAE)
- CBAE Staff Development Project
- Dissemination Network for Adult Education
- CBAE Demonstration Sites

Current Initiatives Sponsored by the Adult Education Unit:

- Adult Education Institute for Research and Planning (AEI)
- Outreach and Technical Assistance Network (OTAN)
- CASAS
- ESL Institute
- ABE Institute
- Adult Education for the Homeless

Public Policy Initiatives Which Provide Funding Supervised by SDE:

- Greater Avenues for Independence (GAIN)
- Job Training Partnership Act (JTPA)
- Immigration Reform and Control Act (IRCA)

Other Initiatives Encouraged by SDE:

- Intergenerational Literacy Programs
- Workplace Literacy Programs
- California Alliance for Literacy and other Literacy Consortiums
- Library Literacy Programs

Although this list is not exhaustive, it is a good indication of the programs and services in the field of adult literacy which are available to residents of California and which could be shared with the nation.

Moving to the Future

In addition to the programs listed above, at the top of California adult education's agenda is the implementation of ***Adult Education for the 21st Century: Strategic Plan to Meet California's Long-Term Adult Education Needs.*** This document, the product of Superintendent Bill Honig's 1988-89 Adult Education Advisory Committee, presents bold suggestions for improving the performance of adults to meet the challenges of tomorrow. More than ever, our prosperity and quality of life depend on improving the literacy skills of our adult population. The 1990's will demand new and higher level skills to successfully meet international economic competition and the daily complexities of our changing society. Our future well being depends increasingly on our ability and commitment to improve the literacy skills of our adult population.

Existing adult literacy programs are doing an excellent job. However, growing demand and technological advance make it both necessary and possible to do better. ***Adult Education for the 21st Century: Strategic Plan to Meet California's Long-Term Adult Education Needs*** presents fourteen recommendations to make adult learning more accessible and effective for California citizens. These recommendations propose use of technology and collaborative programs to deliver instruction at "any time and any place," and provide community information centers to assist adults in selecting the educational programs that best meet their individual needs. Other recommendations propose performance standards to promote program quality and learner achievement, better curricular and staff development, teacher certification and facilities appropriate to adults, collaborative planning among education agencies, and the provision of increased funding.

Issues for Discussion

The following questions are offered as a springboard for discussion on adult literacy at the California Education Summit. This paper and the accompanying packet of materials provide background to address these focus questions:

- What should represent the standards and goals of literacy efforts in California? How do we define and measure literacy? Do these standards match the needs of employers?
- What groups need more access to adult literacy programs? How can we increase that access?
- How can we encourage public agencies, volunteer groups and employers to collaborate in planning and implementing literacy programs? What contributions can each make to the joint efforts?
- What can be done about the limited growth and funding of literacy programs?
- What has the state accomplished in the area of adult literacy? Can those accomplishments keep pace with the changing demographics of California?
- How can we improve existing programs? What can be done to promote program quality in the areas of learner achievement, instruction, staff development, and technology?

- Is the Strategic Plan a viable initiative? Are there additional directions, suggestions, and recommendations that should be considered to meet literacy needs for the 21st Century?

- How can we measure success?

- What can we say to the nation based on our knowledge, experience, and thinking?

The chapters that follow provide background for discussion of Adult Literacy issues. They will address the following topics:

- Nature and extent of adult literacy problems
- Overview of educational programs for adults
- Review of literacy programs for adults
- Long-term plans to better provide literacy education

This paper represents a status report for ongoing research and planning to combat adult illiteracy. It is hoped that it will stimulate discussion and suggestions for improving our programs in the future.

Chapter 2

ADULT LITERACY PROFILE FOR CALIFORNIA

More than three million Californians have significant literacy deficiencies. The problem cuts across all racial and ethnic groups, and effects the native born as well as the immigrant.

There are many kinds and levels of skill deficiencies. Different populations present different faces of California's literacy profile. This chapter describes:

- Effects of Immigration
- Educational Attainment and Skill Level of the California Population
- Literacy and the Workplace

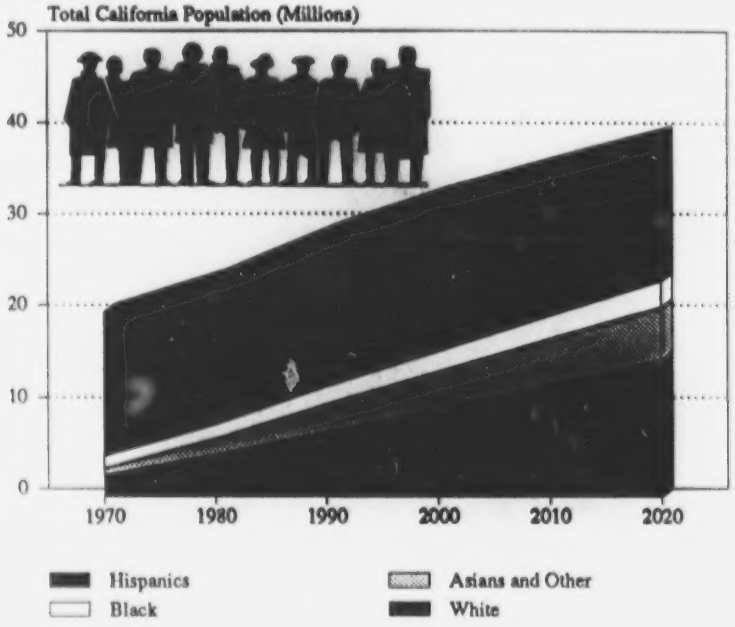
Immigration and Population Growth

In absolute numbers, the growth of California's population will be phenomenal. Between 1980 and 2020, the state's population is expected to increase some 67 percent from 23.8 million to 39.6 million persons **(See Exhibit 1)**.[3]

3 ***Statistical Abstracts of the United States***, 1988, Bureau of the Census, Washington, D.C., 1988, Table 21, pages 18 and 19.

Exhibit 1

CALIFORNIA POPULATION GROWTH BY RACIAL-ETHNIC CATEGORY, 1970-2020



Source: California Department of Finance, Sacramento, November 1988.

Population growth during the next two decades is expected to come from births and net gains due to migration. For the period of 1970 through 1985, population growth was split almost evenly between these two sources.[4] However, a combination of fertility rates, death rates resulting from growth in the older population, and a persistent flow of immigration are expected to make net immigration the principal source of population growth. While unforeseen political and economic conditions may alter current forecasts, it is expected that most of this growth will come from legal or illegal immigrants who come directly from other nations or indirectly through other states.[5]

4 *California Statistical Abstracts, 1987*, State of California, Sacramento, 1988, Table B-1, page 12.

5 Natural population growth resulting from births minus deaths is expected to approach a replacement rate for two reasons. First, fertility rates are expected to gradually decline among all racial-ethnic groups to below replacement level. Second, the age distribution of the population will be shifted to older groups, creating a situation where deaths will more evenly counter-balance births (Leon F. Bouvier and Philip L. Martin, Population Change and California's Educational System, Population Reference Bureau, Washington, D.C., 1988, pages 59-62).

Educational Needs Steming from Ethnic and Racial Pluralism

One of the most profound changes occurring in California's population is its headlong rush to become a balanced multi-cultural state. Four great cultures and a multitude of racial groups are converging to create a society where no culture or race is the majority. California is well on the way to becoming a society shared by a people with roots deeply linked to Asian, Black, Anglo and Hispanic heritages.

One of the most profound changes occurring in California's population is its headlong rush to become a balanced multi-cultural state.

Trends and projections provide a vivid picture of a profound march toward ethnic and racial pluralism. Specifically, the percent of the California population that is white and presumably of Anglo background is projected to decline from a majority of 78 percent to a minority of 41 percent between 1970 and 2020. As the white population shifts to minority status, it will not be replaced by a single majority ethnic-racial group. Rather, other ethnic and racial groups will emerge as larger minorities. Specifically, the California population of 2020 will be composed of 8 percent Blacks, 38 percent Hispanics, and 14 percent Asians and other ethnic-racial groups **(See Exhibit 1)**.

The root of this projected transformation of California's ethnic and racial make-up stems from a tidal wave of foreign immigration and higher than average birth rates among most emigrant populations once they arrive in California.

A recent Population Reference Bureau study estimated that for the foreseeable future there would be a net legal and illegal immigration of 190,000 persons a year - a figure accounting for half of the population growth of the 1980-1990 decade. Some 53 percent of this immigration will be from Hispanic origins, two-thirds of which come from Mexico. Some 39 percent are estimated to come from Asian nations. Other studies estimate a much larger population growth from immigration.[6] Approximately 35 percent of this inflow was estimated to be illegal, mostly from Mexico.[7]

The impact of immigration upon California's population does not end with the arrival of foreigners. The birth rates of recently immigrated populations are commonly higher than those of the native population. Fertility rates for the white population will average 1.7 children per women compared to 2.3 for Blacks, 3.0 for Hispanics and 2.0 for Asians. By the

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[6] One study estimates that more than one million emigrants entered California illegally during the 1970's, a figure accounting for an annual average of over 100,000 (Thomas Muller, ***The Fourth Wave: California's Newest Immigrants***, The Urban Institute, Washington, D.C., 1984, page 6).

[7] Leon F. Bouvier and Philip L. Martin, ***Population Change and California's Educational System***, *Op. Cit.*, pages 15-17, 59-62.

year 2000 one quarter of all California Hispanics and almost half of all Asians between ages 3 and 24 will be immigrants or the children of immigrants who come to the state after 1980.[8]

A large portion of California's non-Anglo population are immigrants and upward mobile second generation citizens who have traditionally participated heavily in adult education.

A large portion of California's non-Anglo population are immigrants and upward mobile second generation citizens who have traditionally participated heavily in adult education. As in the past, these groups will need literacy training and basic skills education, citizenship preparation and employment training.

Polarities of Education and Skills

In overview, the educational attainment and skill level of the California population is on par with the national average. Average educational attainment for both the Nation and our State is about 12.5 years of education for adults over the age of 25 years,[9] with some indications that California leads the nation in certain areas of educational achievement.[10] At the same time, there are sobering indications that an alarming proportion of the California population beyond the K-12 years is seriously lacking in the basic skills needed to be productive and self-sufficient.

AN OVERVIEW OF EDUCATIONAL ACHIEVEMENT

The general trend of educational attainment is upward in the state. In 1977, some 14.8 percent of adults over age 25 had completed no more than 8 years of school. By 1987, this group had declined to 11.9 percent. At the other end of the educational spectrum, some 23.5 percent had completed four years or more of college in 1987 as compared to a lower 19.5 percent in 1977

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[8] Leon F. Bouvier and Philip L. Martin, *Op. Cit.*, page 59.

[9] State estimates come from breakdowns of recent Current Population Survey (CPS) data provided courtesy of the Department of Finance. National data is cited from ***Statistical Abstracts of the United States, 1988***, Bureau of the Census, Washington, D.C., 1988, Table 201, page 125.

[10] For example, 1980 Decennial Census data indicates that 42 percent of the California population over age 25 attained more than 4 years of high school as compared to 31.9 percent for the nation Statistical Abstracts of the United States, 1985, Bureau of the Census, Washington, D.C., 1985, Table 215, page 135.

However, California's changing demographics have a major influence on the state's level of educational achievement. Thus, educational attainment has not been equal among California's population. Most notably, there are significant long-term differences among ethnic and racial groups. On average, Hispanics commonly fail to complete junior high school while other ethnic-racial groups average more than a high school education. Whites, Asians and Blacks are roughly equal in school advancement, all of which average completion of between 12 and 13 years of school in recent years. Asians and Blacks have consistently been second and third among these three groups. Hispanics, on the other hand, have consistently lagged far beyond the other ethnic-racial groups. In contrast to other groups, Hispanics have consistently averaged between 9 and 9.6 years of school completion during the 1977-87 period. While the trend for Hispanics has been consistently upward, their educational achievement is far below the rest of the state (**See Exhibit 2**).

The educational gap between Hispanics and the rest of the state is dramatized by comparing benchmarks of achievement. Some 50.9 percent of Hispanics over age 25 have completed less than high school compared to 21.1 percent of the total adult California population. Almost half of the total population has completed at least some college compared to only 20.0 percent among Hispanics (**See Exhibit 3**).

Exhibit 2

AVERAGE YEARS OF EDUCATION FOR CALIFORNIA ETHNIC-RACIAL GROUPS OVER 25, 1977-87

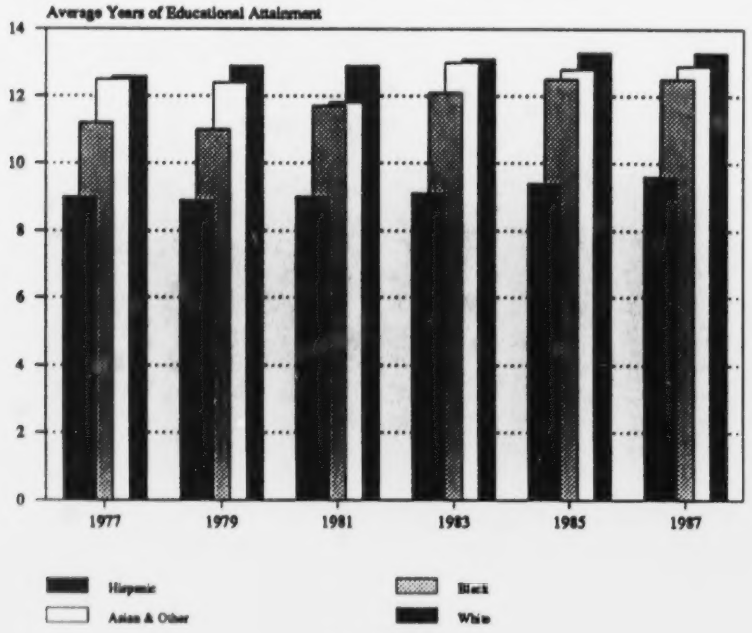
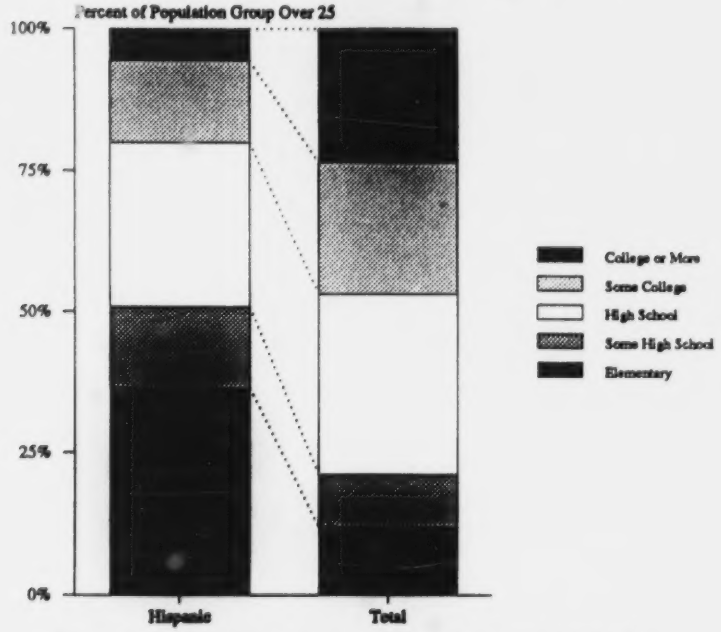


Exhibit 3

EDUCATIONAL ATTAINMENT, HISPANIC AND TOTAL CALIFORNIA POPULATION OVER 25, 1987



Source: Breakdown of March Supplement data from Current Population Survey respondents within California. Data provided courtesy of the Population Research Unit, Department of Finance, Sacramento, November 1988.

Years of completed educational "seat time" is not necessarily indicative of real educational achievement. However, the gap of school years completed between Hispanics and the total population suggests serious skill handicaps among this group.

BASIC EDUCATIONAL DEFICIENCIES

The above overview of educational attainment suggests the scope of basic educational deficiencies. In 1987, some 21.1 percent of the total state population over age 25 had not completed high school, and 11.9 percent had completed no more than an 8th grade education **(See Exhibit 2)**. In absolute numbers, this translates to 3.5 million adults without a high school diploma and 2.0 million with no more than eight years of schooling.

There are 3.5 million adults without a high school diploma and 2.0 million with no more than eight years of schooling.

Failure to complete high school is concentrated in the Hispanic community. Over half of California's 3.3 million Hispanics over age 25 had not completed high school in 1987 **(See Exhibit 2)**.

As noted above, years of education does not necessarily equate to actual learning and skills. However, it is a reasonable indicator of educational achievement. Realistically, many who have left high school without a diploma have the skills and knowledge expected of a high school graduate.[11] Conversely, many who receive high school diplomas do not have the skills for which they have been certified. In sum, it seems realistic to assume that the number of persons who have not completed 12 years of school roughly reflects the number of Californians who have some basic educational deficiencies, and the number with no more than eight years of schooling have serious basic educational deficiencies. Under these assumptions, *about 21 percent or 3.5 million of California's adults are currently potential students for literacy programs.*

Will the proportion of adults with basic educational shortcomings increase or decrease? There are no definite answers to this question. In broad brush strokes, there are two major causes of basic educational deficiency. First, children and youth may, for a variety of reasons, drop-out of school or fail to learn while in school. Large portions of these "youth-at-risk" ultimately become "adults-at-risk" with basic educational deficiencies. Second, immigrant adults and their children frequently do not have formal educations from their native countries, and when they have, they may still have language handicaps resulting from problems with learning English.

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11 David Stern, James Catterall, Charlotte Alhadeff, and Maureen Ash, ***"Reducing the High School Drop-Out Rate in California,"*** California Policy Seminar, Institute of Government Studies, University of California, Berkeley, 1986, pages 26-27.

Unless a significant turn-around is achieved concerning the approximate 30% attrition from high school, the proportion of adults over 25 years of age with some measure of basic educational deficiencies is likely to remain constant or grow.

While some school age youth who leave school or fail to earn a high school diploma at age 18 return for a GED or other equivalency certification before age 24, most do not. State GED and other equivalency degree records indicate that over the six year period after high school graduation age, only a very small number of students obtain equivalency degrees.

THE SCOPE OF ILLITERACY

Illiteracy, which can result from educational failures at the K-12 level or the problems of shifting to English-as-a-Second Language, is a significant problem for California.

A study conducted by SRA Associates estimated that 15 percent or 3.1 million of California's 20 million population over age 14 had "significant literacy performance deficiencies" during the year 1987.[12] Not surprisingly, these estimates, which were based in a previous literacy assessment survey, indicate significant variations of illiteracy on the basis of ethnic and racial classification. Specifically, some 23.9 percent or 890,121 of the 3,724,355 California Hispanics over age 14 were estimated to have literacy deficiencies. Some 26.5 percent of Blacks and 28.3 percent of Asians were also estimated to have a similar level of deficiency. While only 9.8 percent of Whites had literacy deficiencies, they constituted the largest absolute numbers of illiterate persons (See Exhibit 4).

Exhibit 4
CALIFORNIA POPULATIONS OVER AGE 14 WITH SIGNIFICANT LITERACY DEFICITS BY ETHNIC-RACIAL CATEGORY, ESTIMATES FOR 1987

Ethnic-Racial Group:	Total Population Over 14:	Number with Literacy Deficit:	Percent with Literacy Deficit:
White	13,545,153	1,327,425	9.8%
Hispanic	3,724,355	890,121	23.9%
Asian and Other	1,646,628	464,349	28.2%
Black	1,484,592	393,413	26.5%
Total State:	**20,400,728**	**3,075,308**	15.1%

Source: Donald Dixon, Merrill Vargo and Davis Campbell, ***Illiteracy in California: Needs Services and Prospects***, SRA Associates, 1987.

12 Donald Dixon, Merrill Vargo and Davis Campbell, ***Illiteracy in California: Needs, Services and Prospects***, Paper prepared for the State Department of Education, SRA Associates, July 1987, pages 23-33.

Using this study as a base assumption of the proportion of ethnic-racial groups that are likely to have literacy problems, it is possible to make rough projections of the future size of California's illiterate population on the basis of expected ethnic-racial proportions of future populations. These speculative calculations show that projected shifts in the distribution of ethnic-racial groups could cause the proportion of the California population over age 14 that have literacy deficiencies to increase from an estimated 15.1 percent in 1987 to 18.6 percent in 2020. In absolute terms, this would mean that some 4.2 million persons would have literacy deficiencies in the year 2000, and that this group could increase to 5.8 million by 2020.

While these projections are not methodologically sophisticated, they are based upon sound, and for the most part, conservative assumptions. Unless immigration into the state drops off dramatically in coming years, illiteracy in California may well approach 20 percent as we move through the early decades of the 21st century.

IMPLICATIONS OF SKILL LEVEL TRENDS

Trends concerning educational attainment and skill deficiencies among the state population have very important implications for literacy programs, including California's adult schools.

First and foremost, a significant portion of California's adult population is ill prepared for citizenship or employment. This population will be highly dependent upon all adult education programs if they wish to improve their skills.

Second, overcoming illiteracy and the need to learn English-as-a-Second-Language is a critical need for hundreds of thousands of California residents. Whether study of Adult Basic Education or English is voluntary or required by statute, there can be little doubt that the demand for such instruction will be the critical issue for literacy instructors for years to come.

The lack of skills among significant parts of our population is a serious threat to our company.

Third, the K-12 drop-out rate problem will have serious impacts upon the future of the state. Effective coordination between the K-12 and adult systems will likely be necessary to facilitate continued education to both prevent and retrieve youthful drop-outs.

The level of literacy deficiencies ensures that the immediate impact of the Immigration Reform and Control Act (IRCA) will significantly effect the adult delivery systems. The long-run implications and opportunities of this program will be discussed shortly.

Finally, the lack of adequate skills, whether they be basic or job specific, among significant parts of our population is a serious threat to our economy. New approaches must be developed to work with employers to remove skill deficits.

Literacy and the Workplace

Pushed by international competition and fueled by technological innovation, California is leading the nation into a post-industrial era of "high-tech" industries and a staggering diversity of services. This change is not occurring overnight, but it is relentless. Just as the archetype work setting has already moved from the work bench and factory floor to the office desk and telephone, tomorrow's work setting will become the micro computer with a "desktop" screen and service desks supported by international information technology.[13] Today's workers must better prepare themselves to be productive in tomorrow's economy, and adult education will be a critical component in that task.

CHANGING SKILL REQUIREMENTS

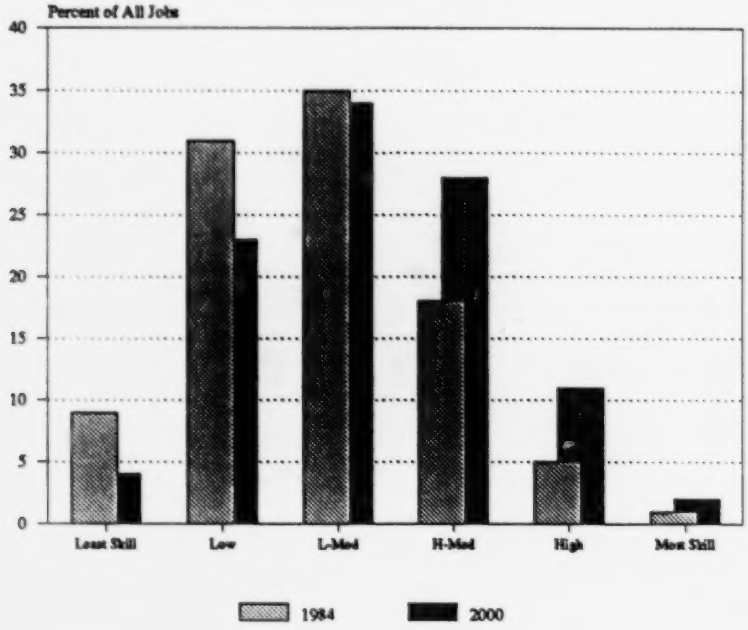
California's changing occupational profile promises to increase the basic skill requirements of most new jobs, and new technologies promise to alter the skills required within long-established occupations.

A recent national study conducted by the Hudson Institute for the U.S. Department of Labor found that the basic skills required for the growth occupations of the future will require significantly higher levels of basic education. The median years of education required for employment in 2000 will be 13.5 percent compared to 12.8 percent in 1984.[14] Specifically, some 40 percent of employment in 1984 was found in lower skilled occupations, and only 27 percent of the jobs of the year 2000 will be in lower skilled occupations. Conversely, 41 percent of the jobs in 2000 will be in higher skilled occupations compared to 24 percent in 1984 (**See Exhibit 5**).

13 Fred Best, "Preparing California's Workforce for the Jobs of the Future", in Howard Didsbury (Editor), ***The World of Work Careers and the Future***, World Future Society, Washington, D.C., 1983.

14 William Johnston and Arnold Packer, ***Workforce 2000: Work and Workers for the 21st Century***, Hudson Institute, Indianapolis, 1987, pages 96-101.

Exhibit 5
DISTRIBUTION OF JOBS BY SKILL LEVEL GROUPS, 1984 AND 2000



Source: Workforce 2000: Work and Workers for the 21st Century, Hudson Institute, Indianapolis, June 1987, pages 96-101.

THE EMERGING LABOR SHORTAGE

On a national level, demographic trends have caused a concern about growing shortages of entry-level labor in coming decades. The basis of this concern is that the age group following the large "baby boom" generation is smaller. As a result, there will be fewer entry level workers in coming years.

For California, the demographic causes of labor shortages are not as alarming. Coming years will see a clear dip in the number of entry level workers. However, the labor supply impacts will not be as serious because international immigration and high birth rates among the non-white population have contributed to a younger population that is larger than the national average.

Unfortunately, California is likely to experience another form of labor shortage - the lack of workers with skills to perform jobs. Disproportionate numbers of California's younger population come from minority and immigrant backgrounds which have been deficient in English and other basic skills required for most jobs. Thus, the California economy will likely confront a shortage of skilled workers, not a shortage of people wanting work.

Implications for Literacy Programs

Trends concerning educational attainment and skill deficiencies point to serious problems and important roles for literacy programs:

- **Need to Combat Illiteracy.** Hundreds of thousands of Californians need to learn how to read, write, and speak English. There can be little doubt that the demand for such instruction will be the critical requirement for adult educators for years to come.

- **Basic Education for Adults Who Dropped-Out.** The K-12 drop-out problem will have a serious impact on California's future. Effective coordination between the K-12 and adult system will likely be necessary to both prevent and retrieve youthful drop-outs. Current trends also indicate that adult education will be called upon to provide basic education and educational certification to adults who dropped out in earlier years.

- **Need to Upgrade Skills of Adult Labor Force.** A significant portion of California's adult population does not have the basic skills for productive employment. Others lack adequate job specific skills. The careers of these persons and the economy of the state will be highly dependent upon literacy and other adult education programs.

Waves of immigrants with limited English-speaking skills and a backlog of adults without basic educational skills will place demands upon the educational system to provide hundreds of thousands of adults with a critical foundation of education.

Changes in the labor market and the world of work will highlight the need for increased workplace literacy programs:

- **Need to Increase the Skills of Adult Workers.** The skills required for most jobs of the future will be higher than those required today. If tomorrow's adult population does not have adequate skills, adult education systems will be one of the primary vehicles for upgrading the workforce to meet economic needs.

- **Need for Recurrent Job Training.** A shifting occupational and industrial structure coupled with significant skill requirement changes within established occupations indicates that adults will have to continually update their skills.

Chapter 3

CALIFORNIA'S PUBLIC ADULT EDUCATION SYSTEM

Literacy programs, most of which are embedded in the state's general adult educational programs, are progressively becoming a larger component of California's overall adult education system.

California's level of effort in supporting public adult education programs is extensive. Instructional programs provided by adult schools and community colleges dropped substantially following Proposition 13. However, since the mid-1980's, these programs have received greater financial support. This chapter describes the funding and the mix of adult education programs and participants in California. It will cover:

- Providers of Adult Education
- Public Funding
- Overview of Authorized Areas of Instruction
- Participation in ABE and ESL Programs
- Geographic Distribution of Programs

Review of these issues demonstrates a diverse educational program that is being progressively dominated by literacy instruction in English-as-a-Second Language and Adult Basic Education.

Overview of Adult Education Providers

Adult schools and community colleges are the largest providers of public adult education in California. Yet there is a significant amount of education sponsored by the private sector as well as other providers that are supported by public funds. The broad field of adult education providers includes:

- Employer Provided Education and Training
- Proprietary Schools and Private Colleges
- Community Based Organizations

- Volunteer and Foundation Supported Education
- Public and Private Higher Education Extension Programs
- Publicly Funded Adult Education (Adult Schools, Community Colleges, Regional Occupational Programs, Prisons and Correctional Education, California Conservation Corps, JTPA Programs, Employment Training Panel, and Public and State Libraries)

Without discounting the major educational contributions of the other groups, this chapter will concentrate on the public adult education systems provided by the California State Department of Education and the California Community Colleges.

Public Funding for Adult Education

The approved 1988-89 budget for public school adult education totaled $366 million. Of this amount, $276.9 million (76 percent) was from the state's General Fund and $89.1 million (24 percent) was from federal funds, including $80 million from IRCA.

State financial support is provided in the form of a specified amount of money per unit of average daily attendance (ADA) for each district's adult education program. For each district, current law limits the amount of adult ADA that the state will fund to a pre-specified amount (known as its "CAP" or "allowable" ADA level) based on the level of adult ADA funded by the state in 1979-80 (the base year). Each district's state apportionment is then determined by multiplying its actual or allowable level of ADA (whichever is *less*) by a funding rate known as the "revenue limit." In 1989-90, the limit will average $1,434 per unit of ADA. Current law further provides for a 2.5 percent growth adjustment to each district's allowable level of ADA and a 6.0 percent annual cost-of-living adjustment (COLA) to each district's revenue limit. In recent years this growth allowance has been set aside for excess ESL and GAIN programs, for which eligible districts must apply, and the statutory COLA has not been fully funded.

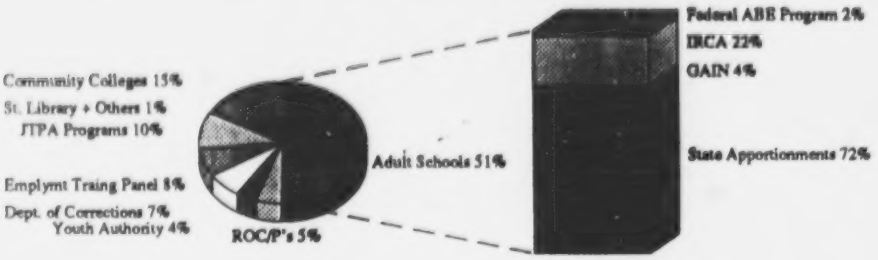
Of the agencies for which data were available at the time of this report, some $667 million of state and federal funds were available for adult education during Fiscal Year (FY) 1989.[15]

[15] FY 1989 projected figures were used to illustrate the significant additions of IRCA an GAIN in FY 1989.

Adult schools received about 56 percent of this figure. Community colleges received 16 percent; the Department of Corrections, received 7 percent; the Job Training Partnership Act (JTPA) program, 11 percent; Employment Training Panel, 8 percent; the State Library, 0.8 percent, the County Jails, 0.3 percent; and the California Conservation Corps, 0.2 percent (See Exhibit 6).[16] Many of these agencies will in turn transfer these funds to Community-Based Organizations (CBO's) and other institutions that provide instructional services.

Exhibit 6

DISTRIBUTION OF CALIFORNIA ADULT EDUCATION AND TRAINING FUNDS BY PROGRAM



Adult Education Allocations by Provider, FY 1989

Adult School Allocations by Source, FY 1989

Adult education funding in the 1980's has been impacted most by four major factors. First, the *Immigration Reform and Control Act* of 1986 (IRCA) has quickly swelled the number of those seeking instruction in English and citizenship. Second, the *Greater Avenues for Independence* (GAIN) program, which helps welfare recipients obtain occupational skills leading to self-sufficiency, has been a significant initiative. Third, a great jump in the prison population has resulted in enormously increased funding for academic and vocational education in the prisons. Fourth, the federal government has devoted increasing resources to combating illiteracy.

Funding statistics demonstrated the impacts of these four factors. For the combined fiscal years 1988 and 1989, IRCA added $110 million to the budgets of the adult schools - an increase of 20 percent for this period. For the same period, GAIN added $52 million, or roughly 7 percent to the combined budgets of the adult schools and community colleges. Prison program funding also grew rapidly. Between 1982 and 1988,

[16] Not included in this overview of programs is the Regional Occupational Centers and Programs (ROC/P's) and the California Youth Authority (CYA) for which data was obtained after Exhibits 9 and 10 were produced. The State Department of Education estimates that ROC/P's spent approximately $ 34 million in 1986-87 on adult students who took noncredit occupational preparation courses. CYA estimates that it will spend $28.6 million on education for all its wards, of whom 96 percent are 16 years and older. CYA does not keep statistics on how much education is credit or noncredit. If it were all noncredit, the $28.6 million would constitute four percent of a new total of $729 million for adult education by all providers.

funding for academic and vocational education in California state prisons more than quadrupled; and more than doubled between 1984 and 1988 (**See Exhibit 7**)[17]. Finally, *Federal Adult Basic Education Act* funding between 1985 and 1989 increased by 26 percent, or 9 percent more than the rate of inflation.

Because of non-comparable funding and participant eligibility categories, the extent of publicly funded adult education presented here is an approximation. It is also undoubtedly understated. For example:

- The California Department of Corrections does not distinguish between credit and noncredit education (academic and vocational), yet they state that very few of their education dollars support accredited postsecondary education.

- The Employment Development Department, which administers the federal Job Training Partnership Act (JTPA) does not collect data on the amount and mix of education and training activities offered by each Service Delivery Area (SDA) or Private Industry Council (PIC). Although a recent study of six SDA's serving 16 percent of JTPA participants statewide showed that 28 percent of participants received classroom training, the study did not indicate the amount (*i.e.* number of student training hours), cost, or types of such training. Moreover, absolutely no information is available on whether these courses were credit or noncredit.[18]

- The Department of Developmental Services through its state hospitals and community care facilities offers more education than the 27,000 ADA provided through the Department of Education, yet these learning activities for the substantially handicapped are considered as part of therapy and not as education.

Supplemental Federal Funds

Federal funding, authorized by the *Adult Basic Education Act* (ABE), is allocated among qualifying agencies based on that agency's level of adult ADA or equivalent attendance. Federal law requires agencies to use these funds to supplement and not supplant State and local programs. The California State Plan allows agencies to apply for ABE funds to meet the priorities of elementary basic skills, ESL, and workplace

[17] Over the next few years, funding for IRCA is expected to level off as newly legalized individuals obtain permanent resident status; GAIN funding is expected to increase as the program becomes institutionalized, and funding for prison education is expected to grow more slowly as the rate of incarceration levels off.

[18] *A Review of the Job Training Partnership Act in California*, Office of the Legislative Analyst, Sacramento, March 1987, pages 8-9.

literacy and employability skills. The total amount of money available is divided by the number of approved ADA in the priority areas. The 1988-89 amount was $45 per ADA, and it was used primarily to purchase supplementary materials and tutoring services for elementary subjects, as well as for program evaluation. These federal funds are administered by the Adult Education Unit of the State Department of Education.

Adult Schools and Community Colleges

Adult schools and community colleges are clearly the two largest providers of public adult education. Those two providers combined use about 72 percent of identified public adult education funds. Since they are the largest providers, and they have more accurate data on adult education than the other providers, analysis of their combined funding gives us a solid foundation for reviewing California's level of response.

Analysis shows that adult education revenues for these two providers dropped from 1.3 percent of total General Fund expenditures in FY 1980 to approximately 1.0 percent during the remainder of this decade. As a percentage of total *educational* expenditures, adult education dropped from 2.5 percent in FY 1980 to 1.9 percent during the mid-1980's. However, this figure was increased to 2.1 percent in FY 1988.

In the decade since 1978, state policy has gradually rebuilt adult education enrollments and funding in the adult schools from their post-Proposition 13 ADA low of 147,069 in 1978-79. However, despite a 23 percent increase in California's population over age 16, the 1987-88 Average Daily Attendance (ADA) of 186,650 was still 15 percent below the 218,944 ADA reported in 1977-78 (**See Exhibit 8**). In the community colleges, however, the 1987-88 ADA of 71,020 was 12.5 percent higher than the 63,103 reported for noncredit courses in 1977-78.

Over the last decade total inflation-adjusted expenditures for adult and noncredit education have decreased by 33 percent.

Despite the fact that total ADA levels for adult and noncredit education are now approaching the levels of 10 years ago, it should be kept in mind that inflation-adjusted expenditures remain considerably below 1977-78 levels. Over the last decade total inflation-adjusted expenditures for adult and noncredit education have decreased by 33 percent.

Exhibit 7
CALIFORNIA EXPENDITURES FOR ADULT EDUCATION BY DIFFERENT PROVIDER SECTORS, 1978-1989

Provider:	1978 (000's):	1980 (000's):	1982(000's):	1984 (000's):	1986 (000's):	1988 (000's):	1989 (000's):
Adult Schools:							
State Funds	$194,045	$140,005	$159,453	$161,067	$197,649	$240,855	$261,556
Federal Funds[b]	5,955	7,142	7,465	7,220	7,725	8,651	9,126
GAIN[c]	NA	NA	NA	NA	NA	c17,000	15,000
IRCA (SLIAG)	NA	NA	NA	NA	NA	30,000	80,000
Sub-Total	NA	NA	NA	NA	NA	$296,506	c$365,682
Adult ROC/P's[d]	NA	NA	NA	NA	$28,642	$33,589	$34,429
Comm. Colleges:							
State Funds[e]	$104,119	$99,911	$69,560	$61,145	$74,829	$66,702	e598,352
GAIN[f]	NA	NA	NA	NA	NA	10,000	10,000
Sub-Total	NA	NA	NA	NA	NA	$96,702	$108,352
Correctional:							
County Jails[g]	NA	NA	NA	NA	$1,685	$2,028	$2,236
State Corrections[h]	NA	12,316	17,335	24,416	42,647	53,565	58,573
Sub-Total	NA	NA	NA	NA	$44,332	$55,593	$60,809
State Library[i]	NA	NA	NA	NA	$3,500	$4,535	$5,635
Job Training:							
JTPA[j]	NA	NA	NA	NA	NA	NA	$70,200
ETP[k]	NA	NA	NA	55,000	55,000	55,000	55,000
Conserv. Corps[l]	NA	NA	NA	NA	NA	1,204	1,204
Sub-Total	NA	NA	NA	NA	NA	NA	$126,404
TOTAL	NA	NA	NA	NA	NA	NA	701,311

[a] The figures for FY 1978 includes state, federal and local funds spend on adult education, with almost half from local sources. Also, one-third of courses funded in 1978 were not in today's 10 authorized areas. For the fiscal year 1980-1989, the amounts do *not* include adult education supported by local taxes, which are estimated to be no more than 5-10 percent of the amount from state and federal sources.

[b] Federal funds are from the ***Adult Basic Education Act***.

[c] Of the amounts allocated to GAIN in the adult schools, in FY 1988, only $4.2 million was spent.

[d] ROC/P figures based on assumption that 40 percent of enrollments and ADA are adults.

[e] The Fiscal Services Unit of the Chancellor's Office estimates that between 1978 and 1987, the proportion of community college education supported by state and federal sources ranged between 63 and 78 percent, with the remainder supported by local taxes. The exact proportion of support for noncredit institution cannot be obtained, however, since no fiscal differentiation is made between credit and noncredit instruction. The FY 1989 figure is an estimate from COCCC budget request worksheets developed for the Department of Finance.

[f] These are amounts from the General Fund (in Control Section 22.00) for remedial education provided to welfare recipients participating in GAIN. The amounts are in parentheses since they are subsumed in the allocations for the adult schools and community colleges respectively. Also subsumed in the 1989 budget for adult schools is $5.6 million for a 2.5 percent increase in enrollments in ESL, basic skills instruction, and the GAIN program.

[g] This is a budget line item (Line 6100-158-001) for education in county jails provided by 10 school districts in 9 counties. In addition to these amounts, another $500,000 or so ($490,000 in 1986-87 and 421,000 in 1984-85) from Section A of the State School Fund is allocated to three county offices of education (62% to Contra Costa) for services to inmates in county jails.

[h] Includes funds for academic and vocational education. The Department of Corrections estimates that no more than 5-10% of these funds support college accredited instruction.

[i] Funds from Library Services Act for the "California Literacy Campaign" and Families for Literacy".

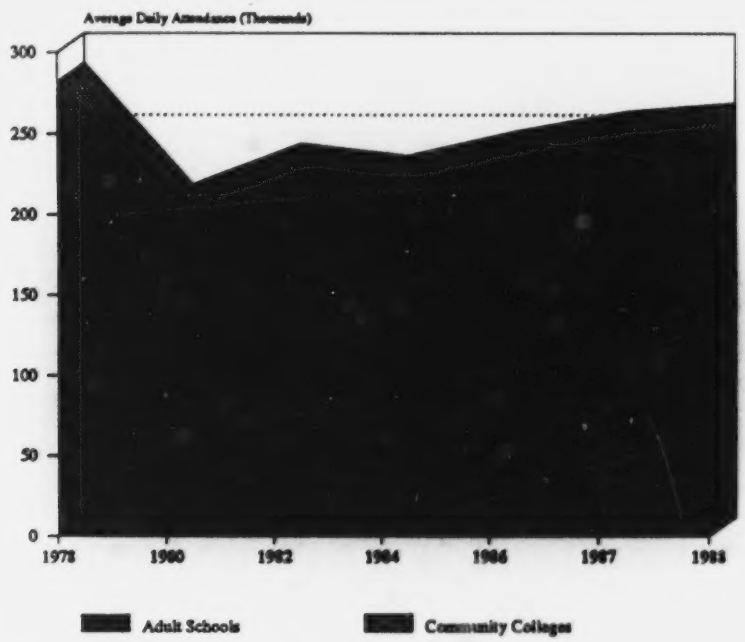
[j] These figures are very rough and are based on the following assumptions: (1) the JTPA allocation for FY 1989 is $272,500,000; (2) half of the Title II-A 8 percent set aside for educational linkages ($14.5 million) will be spent on remedial and noncredit education; (3) 70 percent of the remaining $166.5 million under Title IIA is obligated for training, half of that is for classroom training, and half again is for noncredit instruction; (4) half of the $19.9 million for displaced workers under Title III is for classroom training and half of that is for noncredit instruction; and (5) one-third of the Summer Youth Program funds under Title II ($71.6 million) is for remedial instruction and noncredit training.

[k] All Employment Training Panel (ETP) funds support noncredit job training in the private sector.

[l] Includes (1) $400,000 for education services within General Fund operating expenses category and (2) an estimate of the cost of delivering 385,280 student hours of instruction, of which 80 percent were estimated to be noncredit. Since CCC has no formula to calculate the cost of providing this instruction, the formula to calculate adult education ADA was used, i.e., 525 student hours per ADA, as well as the current State reimbursement rate of $1,370 per ADA. Hence, the formula for calculating the instructional costs is .8(385,280)/525 * ($1,370) = $804,318.

Exhibit 8

AVERAGE DAILY ATTENDANCE FOR ADULT AND NONCREDIT EDUCATION, 1978-88



Source: Adult Schools: State Department of Education, Local Assistance Bureau. Community College: Fiscal Services, Chancellor's Office, California Community Colleges.

Note: The Adult Schools and Community Colleges have separate line items in the State Budget.

When expressed in terms of per capita expenditures (*i.e.* public investment in adult education for each Californian over 16 years of age), the decline over the last decade is more evident. Specifically, the per capita investment in FY 1982 dollars was $22.64 in 1977-78 compared to $12.35 in 1987-88, for a decade-long decline of 45 percent. Since FY 1984, however, there has been almost a $2 (inflation-adjusted) per capita increase (17 percent) in adult and noncredit education expenditures, as well as a 25 percent real increase in total expenditures.

Recent growth in enrollment and funding has been due to a number of factors. Four key factors include (1) growth funds allocated to districts participating in the *Greater Avenues for Independence* (GAIN) and *Immigration Reform and Control Act (IRCA)* programs, (2) growth funding to districts with excess demand for *English-as-a-Second Language* (ESL), (3) actual rates of inflation that have been less than the statutory six percent program cost of living adjustment, and (4)

increased legislative interest in issues that adult education addresses (i.e., adult illiteracy and economic development.)[19]

While the state adult education system has remained fairly stable in the 1980's, new welfare reform and immigration legislation is likely to significantly expand demands upon the system. Specifically, California's *Greater Avenues for Independence* (GAIN) program, reinforced by the federal JOBS legislation, requires that welfare participants have opportunities to remedy basic skill deficiencies and earn a high school diploma or its equivalent (*e.g.* GED certificate). A recent study indicated that as many as half of GAIN-eligible individuals will need either elementary or high school basic skills instruction.[20] Similarly, implementation of the federal *Immigration Reform and Control Act of 1986* (IRCA) is expected to swell the demand for English-as-a-Second Language (ESL) and citizenship classes, as individuals who obtain temporary legal status must learn or study a certain amount of English and civics in order to become permanent residents.

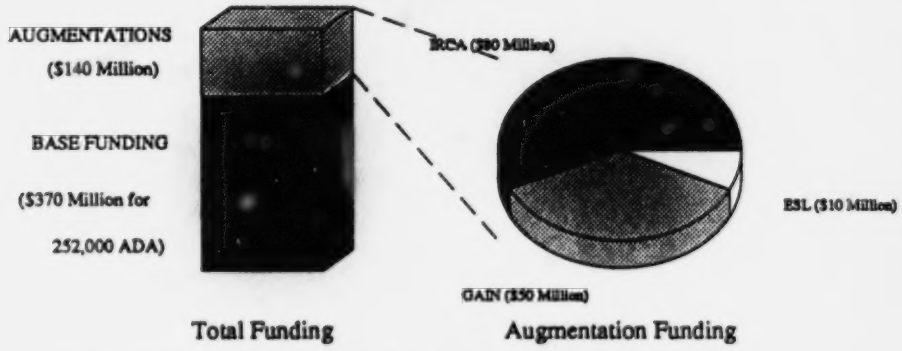
Together these programs were expected in FY 1989 to swell ADA in the adult schools and community colleges by 137,000, an increase of 54 percent over the base program (See Exhibit 9). It should be noted , however, that these augmentations are not expected to become part of the base program in subsequent years. Rather, augmentations are intended to address particular issues for limited periods of time. When augmentations are removed there is a need to continue serving significant portions of these new populations within an already restricted delivery system.

19 ***Adult Education in California Public Schools: A Sunset Review***, Office of the Legislative Analyst, Sacramento, August 1988, page 14.

20 ***Sunset Review Report on Adult Education in California***, 1987, p. 37.

Exhibit 9

1988-89 ADULT EDUCATION FUNDING BASE AND AUGMENTATIONS, ADULT SCHOOLS AND COMMUNITY COLLEGES
(Dollars in Millions)



Source: Budget Analysis 1988-89. Office of the Legislative Analyst, Sacramento, 1988.

It is interesting to note that all three augmentations shown above are literacy related.

Major Findings on Funding

The following is a summary of the major findings on California's level of fiscal effort in adult education:

(1) **Public Adult Education Costs About $700 Million.** Almost $700 million of state and federal funds are spent each year on adult and noncredit education in California. The adult schools receive about 55 percent of this amount, the community colleges 16 percent, the Job Training Partnership Program 11 percent, the Department of Corrections 9 percent, and other providers about 10 percent.

(2) **Welfare Reform, Immigration and Prison Education are Increasing Expenditures.** General adult education funding in recent years has been impacted most by new immigration and welfare reform legislation, as well as a huge jump in the prison population.

(3) **Public Funds for Adult Education have Declined.** Adult education revenues dropped from 1.3 percent of total General Fund expenditures in FY 1980 to approximately one percent during the remainder of this

decade. As a percentage of total spending for education, adult education dropped from 2.5 percent in FY 1980 to 1.9 percent during the mid-1980's. However, this figure was increased to 2.1 percent in FY 1988.

(4) **Participation is Increasing while Expenditure Per Student is Declining.** Over the last decade total inflation-adjusted expenditures for adult and noncredit education have decreased by 33 percent, while per capita expenditures declined by 45 percent. However, since 1984, total real expenditures have increased by 25 percent, and per capita expenditures are up 17 percent. This growth in recent years is due to GAIN and IRCA and the excess demand for English-as-a-Second Language. Taken together, the GAIN and IRCA programs are expected to swell ADA in the adult schools and community colleges by 137,000, for an increase of 54 percent over the base program.

Adult education within California is provided by a variety of public and private institutions. Adult schools and community colleges command over 70 percent of public adult education funds. A better picture of adult education within these two providers can be gained by reviewing the number of participants and the types of instruction they utilize.

Overview of Ten Authorized Areas of Instruction

Currently, 228 out of 388 school districts operate state funded adult education programs. In addition, sixteen community college districts have primary responsibility for adult education in their areas; other college districts run non-credit programs as well. State funding for both public school and college non-credit adult education courses is limited to the same ten authorized areas. These are listed in Exhibit 11, which shows the percentage of ADA generated in each area. Literacy programs are highlighted in the elementary and high school basic skills and ESL areas.

Since the ten authorized instructional areas of the adult education program are state-supported, districts usually offer them free of charge, although they may elect to charge fees for registration and materials. Districts that provide courses beyond these ten areas, however, charge student fees to support the additional costs of such instruction.[21]

[21] *Adult Education in California Public Schools*, Office of the Legislative Analyst, Sacramento, August 1988, Page 6.

Exhibit 10

PERCENT OF ANNUAL AVERAGE DAILY ATTENDANCE (ADA) IN ADULT EDUCATION BY INSTRUCTIONAL AREA, 1985-1988

Instructional Area:	Percent of all ADA:			
	1985:	1986:	1987:	1988:
Adult Schools:				
Elementary Basic Skills	5.0	4.6	4.8	5.1
High School Basic Skills	8.3	9.6	8.9	8.9
ESL	32.8	37.6	39.9	39.2
Citizenship	0.4	0.4	0.4	1.7
Substantially Handicapped	15.5	15.6	15.0	14.9
Vocational Education*	23.2	16.6	15.3	14.2
Parent Education	4.3	4.2	4.0	3.8
Older Adults	8.5	9.5	9.7	10.0
Health & Safety	1.1	0.9	0.9	0.9
Home Economics	0.9	0.9	0.9	0.8
Total:	100.0	100.0	100.0	100.0
Community Colleges:				
Basic Skills	9.9	8.3	8.5	NA
High School Diploma/G.E.D.	4.4	5.1	4.4	NA
ESL	35.2	37.1	37.3	NA
Citizenship	0.2	0.2	0.2	NA
Substantially Handicapped	11.3	10.7	9.8	NA
Vocational Education*	23.8	23.9	23.4	NA
Parent Education	2.0	1.8	1.9	NA
Older Adults	8.9	8.2	9.3	NA
Health & Safety	2.1	2.1	2.3	NA
Home Economics	2.4	2.6	2.9	NA
Total:	100.0	100.0	100.0	NA

* Includes Apprenticeship

Source: Adult School ADA: Adult Education Unit, State Department of Education (Form J-19-A). Community College ADA: Educational Standards and Evaluation Unit, Chancellor's Office, California Community Colleges (Note: Figures are calculated ADA, not reported.)

ENROLLMENT TRENDS

Since 1978 enrollments and ADA have shifted markedly toward English-as-a-Second Language (ESL) and programs for Older Adults. ESL as a percentage of total enrollments has remained at about 25 percent since 1981. However, as a percent of total ADA, ESL has risen from 33 to 40 percent between 1985 and 1988 **(See Exhibit 10).**

Other trends show slight ADA increases in high school and elementary basic skills. Since 1983, increased high school graduation requirements, coupled with the desire of students to graduate with their class, has dramatically increased the number of high school students who concurrently enroll in adult education courses for individuals seeking a high school diploma. Between 1980 and 1987, there was a 282 percent increase in adult education ADA of concurrently enrolled high school students. Lately, this has become an issue since the State reimburses concurrently enrolled high school students at the K-12 rate of ADA reimbursement, which is approximately twice the rate of reimbursement for adult ADA. The Legislature has raised the question about the proper rate of reimbursement for these students, and directed the State Department of Education to conduct a study of the actual costs of providing instruction to concurrently enrolled students. This study will be completed by January, 1990.

The fourfold increase in Citizenship Education ADA from 1985 to 1988 is not so much a trend as an event. Virtually all of the increase took place in the last year. Undoubtedly the reason is IRCA, which granted immediate legalization and permanent residence to thousands of undocumented individuals who had been living in the United States since 1972, and temporary residence to hundreds of thousands who had been living in the U.S. since 1982. Many of these individuals took citizenship classes in order to move either from temporary to permanent residency status or from permanent residency to citizen status.

REASONS FOR TRENDS

The Office of the Legislative Analyst suggests these trends can be explained by demographic changes, as well as other factors:

- **Immigration and IRCA.** Demand for ESL instruction, which comprises 40 percent of the program's ADA, is increasing, primarily because of high rates of foreign immigration into California. Demand for ESL instruction is increasing further due to the federal Immigration Reform and Control Act (IRCA) of 1986, which requires aliens applying for legalization to either (1) demonstrate their proficiency in English, U.S. history, and government, or (2) be enrolled in courses leading to such proficiency. A significant portion of this

[22] This was largely due to the participation of students in large urban districts, where adult school courses are supplementing the high school curriculum for students unable to meet graduation requirements.

newly legalized population is remaining in the educational system after meeting the minimum requirements.

- **Increased Importance of High School Education.** Demand for high school basic skills instruction is increasing because (1) today's adults place a high value on high school diplomas and (2) high school students are enrolling in adult education programs to meet increased graduation requirements.[23]

- **Educational Requirements of GAIN Welfare Reform.** Demand for high school and elementary basic skill instruction, as well as ESL, is expected to increase in the future due to the educational requirements of the *Greater Avenues for Independence* (GAIN) program. This measure requires all welfare recipients who are deficient in basic skills or who lack a high school diploma (or its equivalent), to work toward a general education development (GED) certificate or a high school diploma. As a result, it was projected that an estimated 75,000 GAIN participants would be referred to adult education programs for services in 1988-89, at a cost of $170 million.

Additional forces may also impact these participation trends. Specifically, high drop out rates at the secondary level have undoubtedly increased the need for remedial basic education for many adults. Further, demographic shifts reflecting an increased average age of the California population are likely to cause greater demand for programs dealing with health and topics pertinent to the elderly.[24]

Participants in Adult Basic Education and ESL Programs

Demographic data are routinely collected on participants in ESL and Adult Basic Education (ABE) programs, in those agencies which receive federal funds. Approximately 40 percent of California's adult education participants are in these federally supported ESL and ABE programs.

An analysis of the demographic characteristics shows over half of ESL and ABE participants are Hispanic, while almost 30 percent are Asian or Pacific Islander. In 1986-87,

[23] *Ibid.*

[24] Fred Best, ***Adult Education Needs for a Changing State***, Background Paper, Adult Education Unit, State Department of Education, Sacramento, November 18, 1988.

Caucasian participants constituted 12 percent of the total, while Black, Filipino and Native American participants were the remainder (**See Exhibit 11**).

When ESL and ABE enrollments are analyzed by linguistic group, a similar distribution emerges. Fifty-five percent of 1987 participants have Spanish as their primary language, up from 42 percent only four years earlier (**See Exhibit 12**). In contrast, the percentage of those who speak primarily one of 10 languages spoken in Asia declined from 38 percent in 1982-83 to 28 percent in 1986-87.[25] Only 10 percent have English as their primary language.[26]

Exhibit 11

PERCENT OF ENROLLMENT IN ESL AND ADULT BASIC EDUCATION BY ETHNIC GROUP, 1 WEEK SAMPLE, 1983-1987

Ethnic Group:	1983:	1984:	1986:	1987:
Hispanic	43	46	53	51
Asian or Pacific Islander	40	35	32	29
Caucasian	12	15	11	12
Black	4	4	3	3
Filipino	1	1	1	2
Native American	0	0	0	2
Total Percent	**100**	**100**	**100**	**100**

Note: These data are collected during the first week of March of each year. In 1987, 120,307 California adults were enrolled in adult basic education or English-as-a-Second Language.

Source: Final Adult Basic Education Enrollment Report, 1983-84, 1985-86, 1986-87.

25 The major reason for this decline was a decrease in the proportion of Vietnamese speaking participants (from 12 percent of the total in 1982-83 to only 5 percent in 1986-87).

26 The 1988 CPEC report on adult education cites two additional sources that provide demographic data on participants, but these may not reflect the State's profile of students attending classes in adult and noncredit education. One is a 1986 survey conducted for the Chancellor's Office of the California Community Colleges. The other is 1987 data from 33 adult schools accredited by the Western Association of Schools and Colleges (WASC). These data sources show that students enrolled in adult schools and community colleges are overwhelmingly women and married and between the ages of 20 and 40. The majority work while enrolled -- 47 percent of those enrolled in adult schools and 58 percent in community colleges. In the adult schools, 40 percent of the students were White, 36 percent Hispanic, 11 percent Asian, 9 percent Black and less than 1 percent Native American. In the community colleges, enrollees were 50 percent White, 20 percent Asian, 20 percent Hispanic, and the remaining 10 percent Black, Filipino, and Native American combined. These figures include all adult education students, not just those in ESL and ABE (Roslyn Elms and Kathy Warriner, ***Meeting California's Adult Education Needs: Recommendations to the Legislature***, California Post-secondary Education Commission (CPEC), Sacramento, October 1988, page 7).

Exhibit 12

PERCENT ENROLLMENT IN ESL AND ADULT BASIC EDUCATION BY LINGUISTIC GROUP, 1983-1987

Native Language:	1983:	1984:	1986:	1987:
Spanish	42	47	52	55
English	9	10	9	10
Cantonese	8	8	7	9
Vietnamese	12	8	6	5
Mandarin	3	3	4	3
Chinese	4	4	4	2
Cambodian	1	3	3	2
Korean	2	2	2	2
Lao	3	3	2	2
Other European	3	2	2	2
Japanese	2	2	2	1
Farsi	1	1	2	2
Hmong	2	2	1	1
Arabic	1	1	1	1
Filipino/Tagalog	1	1	1	1
Other	3	5	4	4
Total Percent	100	100	100	100

Note: Totals may not add to 100% due to rounding.

Source: Final Adult Basic Education Enrollment Report, 1983-84, 1985-86, 1986-87.

Geographical Distribution of Adult Education Programs

Since public supported adult education programs provide the dominant portion of literacy instruction, the availability of literacy services is limited by the location of those programs.

The distribution of adult education resources by geographical area is the result of a historical accident -- Proposition 13 -- not by any attempt to distribute funds according to need or population. Programs that were in place in 1978 were "grandfathered" into the present legislation. School districts without programs at that time were prohibited from receiving state funds to start new adult programs.

As a result, approximately 160 school districts are now prohibited by law from initiating programs, and growth restrictions in present statute also restrict access in both the public schools and community colleges. Waiting lists, large

classes, and enrollments that exceed the "growth cap" indicate that demand is exceeding the available services in some parts of the State and in some categories of instruction.

This uneven access to adult education is exacerbated by the concentration of ADA in just a few school and community college districts. In 1986-87, 83 percent of noncredit ADA was offered in only 12 community colleges, and 50 percent of all adult ADA was offered by only 20 adult schools. Many schools operate very limited programs. For example, due to growth restrictions, 87 of them offer programs that generate less than 100 ADA, and 26 have programs with less than 10 ADA.[27]

In addition to assessing the relative concentration of adult education by school districts, it is instructive to view this issue by assessing the relative availability of literacy services in different geographical areas. This will help determine the extent to which there is a mismatch between literacy resources and where potential participants live.

When the percent of total ADA distribution in California's 58 counties in 1987 is compared with their share of the total population, a clear mismatch appears between adult education resources and population. Using the criterion of a 20 percent difference between these two figures to signal a mismatch, it appears that adult education resources and population size are well matched in only 15 counties. Some 4 counties on the basis of population appear to receive disproportionately high shares of adult education funds, while the remaining 39 counties appear to be under-funded **(See Exhibit 13)**.[28]

Projected distribution of California's population into counties for 1987 suggests that the above mismatch of funds to population will be exacerbated in the future.

Population, of course, is a very crude measure of need. Some have suggested a formula with several factors to distribute adult education funds, including (by county or school district) the adult population (over 16 years of age), the percent who have less than a high school education, the percent who are from low income households, the percent who do not speak English as their first language, and the unemployment rate. Such a formula would put greater emphasis on the need for literacy programs, but might weaken other portions of the public adult education system.

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27 Roslyn Elms and Kathy Warriner, ***Meeting California's Adult Education Needs: Recommendations to the Legislature***, California Post-secondary Education Commission (CPEC), Sacramento, October 1988, page 7.

28 Of course, this analysis begs the question about whether or not other agencies provide adult education services in the underrepresented counties. For example, several community colleges, libraries and volunteer agencies are servicing the areas where the adult schools aren't. For example, in San Diego City, Santa Barbara, San Francisco, Fullerton, Chico, and other cities, the community colleges provide adult education through a mutual agreement with the high school districts. This issue warrant further inquiry.

Major Findings

The following is a list of the major findings on public school adult education programs and participants:

(1) **Growth of ESL Programs.** Since 1978 enrollments and ADA have shifted markedly toward English-as-a-Second Language (ESL) and programs for Older Adults and away from vocational education.

(2) **Transitory Growth of Citizenship Education.** The fourfold increase in Citizenship Education ADA in the last year (1987-88) is probably due to immigration reform legislation which granted immediate permanent residence to thousands of undocumented individuals who had been living in the United States since 1972.

(3) **Increase of Hispanics in ESL Programs.** Though data are not routinely collected on participant characteristics in all 10 authorized areas of instruction, data collected on ESL and ABE participants show that between 1982-83 and 1986-87, participants speaking Spanish as their primary language increased from 42 to 55 percent, while those speaking primarily one of ten languages spoken in Asia decreased from

Exhibit 13

POPULATION GROWTH RATES AND ADULT EDUCATION ADA BY CALIFORNIA COUNTIES, 1978-87 AND 1988-97

County:	Projected 1997 Population:	Percent of Total Population: 1997:	Actual 1987 Population:	Percent of Total Population 1987:	Total 1986-87 ADA:	Percent of Total 1986-87 ADA:
Alameda	1,340,000	4.2	1,227,400	4.42	12,714	6.93
Alpine	1,500	0.0	1,200	.00	0	None
Amador	34,700	0.1	25,400	.09	23	0.01
Butte	210,300	0.7	169,300	.61	448	.24
Calaveras	39,800	0.1	29,600	.11	18	0.01
Colusa	18,500	0.1	14,800	.05	0	None
Contra Costa	843,900	2.7	743,900	2.68	4,846	2.64
Del Norte	20,600	0.1	19,400	.06	0	None
El Dorado	148,100	0.5	113,200	.41	141	0.08
Fresno	703,400	2.2	596,800	2.15	4,621	2.52
Glenn	27,100	0.1	23,000	.08	0	None
Humboldt	119,500	0.4	113,700	.41	848	0.46
Imperial	136,200	0.4	109,200	.39	249	.14
Inyo	18,800	0.1	18,000	.06	0	None
Kern	626,400	2.0	504,800	1.82	3,009	1.64
Kings	112,400	0.4	87,900	.32	468	.26
Lake	74,800	0.2	50,800	.18	0	None
Lassen	28,500	0.1	26,500	.10	0	None
Los Angeles	8,990,400	28.3	8,484,500	30.57	92,507	50.42
Madera	107,800	0.3	80,100	.29	521	0.28
Marin	235,500	0.7	227,700	.82	651	0.35
Mariposa	19,000	0.1	14,000	.00	0	None
Mendocino	88,800	0.3	75,000	.27	522	0.28
Merced	222,200	0.7	166,200	.60	434	0.24
Modoc	11,200	0.0	9,300	.03	0	None
Mono	10,300	0.0	9,200	.03	2	None
Monterey	407,700	1.3	343,100	1.24	3,425	1.87
Napa	119,300	0.4	105,200	.38	671	0.37
Nevada	104,900	0.3	73,800	.26	99	0.05
Orange	2,520,300	7.9	2,216,800	8.00	5,971	3.25
Placer	190,800	0.6	148,400	.53	970	0.53
Plumas	22,900	0.1	19,800	.07	0	None
Riverside	1,246,500	3.9	915,400	3.30	2554	1.39
Sacramento	1,128,800	3.6	947,400	3.41	7706	4.20
San Benito	45,300	0.1	33,200	.12	41	0.02
San Bernardino	1,549,900	4.9	1,292,000	4.66	4,018	2.19
San Diego	2,720,600	8.6	2,288,300	8.25	7292	3.97
San Francisco	776,300	2.4	741,600	2.67	0	None
San Joaquin	575,000	1.8	444,300	1.60	2,381	1.3
San Luis Obispo	281,200	0.9	201,900	.73	748	0.40
San Mateo	653,900	2.1	623,500	2.25	4,011	2.19
Santa Barbara	397,300	1.3	342,900	1.24	247	0.13
Santa Clara	1,599,300	5.0	1,421,600	5.12	7,201	3.92
Santa Cruz	272,800	0.9	222,900	.80	1,369	0.75
Shasta	170,600	0.5	135,400	.49	0	None
Sierra	4,000	0.0	3,400	.01	0	None
Siskiyou	46,400	0.1	42,900	.15	0	None
Solano	368,900	1.2	298,000	1.07	2,020	1.10
Sonoma	412,700	1.3	354,000	1.28	1,052	0.57
Stanislaus	395,600	1.2	326,800	1.18	344	0.19
Sutter	69,800	0.2	60,300	.22	0	None
Tehama	56,800	0.2	45,900	.17	0	None
Trinity	16,300	0.1	13,600	.05	0	None
Tulare	370,100	1.2	291,500	1.05	2,876	1.57
Tuolumne	60,500	0.2	44,800	.16	50	0.03
Ventura	750,100	2.4	628,100	2.26	5,676	3.09
Yolo	147,100	0.5	129,000	.46	462	0.25
Yuba	61,700	0.2	55,700	.20	273	0.15
Total State:	**31,733,100**	**99.9**	**27,752,400**	**99.93**	**183,479**	**99.98**

*Note: **Italicized bold county names*** designate counties that have percentages of total state ADA that are 20 percent lower than their percentage of total state population.

38 to 28 percent. The principal reason for this trend was a decline in the number of Vietnamese participants.

(4) **Uneven Distribution of Funding Among Counties.** There is little relationship between population trends in different geographical areas and the availability of adult education. Adult education funding and population size in 1987 are well matched in only 15 of California's 58 counties. Some 4 counties appear to be over-funded relative to their population size, while the remaining 39 counties appear to be under-funded.

Trends in participation and funding for adult education have moved progressively toward more basic skills and literacy training for increasing portions of California's population. This ongoing shift in emphasis demonstrates the increased need for and the importance of literacy training.

Chapter 4
LITERACY PROGRAMS

Despite the fact that literacy programs consume the greatest proportion of public resources for California adult and noncredit education, there is little evidence that the problem of functional illiteracy is declining.

Adult literacy has at long last caught the attention of the nation. Yet there is no agreed upon definition of literacy. For some, literacy is the ability to read and write at a simple level. High school drop-out rates are frequently given as evidence of literacy deficiency, thus moving the literacy standard up the scale. Still others refer to functional literacy, which is not tied to educational levels, but rather how successfully one can handle common adult tasks. It is in this later framework, based on the Adult Performance Level (APL) Study[29] that the frequently quoted statistic of one in five adults being functionally illiterate is derived. Whatever definition is accepted, educational providers in the state have long focused on literacy.

All California agencies that provide adult and noncredit education include literacy training as a major area of instruction. Although public adult schools, followed by community colleges, by far serve the largest number of people, literacy training is also provided by libraries, correctional agencies (Department of Corrections, Youth Authority, and County Jails), and employment and training agencies (JTPA and Conservation Corps). In addition, hundreds of volunteer and community-based organizations provide literacy training, frequently with the help of tax dollars channeled through the agencies mentioned above.

This chapter will focus on the same four major groups of literacy service providers that are included in the recent SRA Associates study of literacy in California, namely, the adult schools, community colleges, public libraries, and volunteer and community-based organizations.[30]

29 University of Texas, 1975.

30 Donald Dixon, Merrill Vargo and Davis Campbell, *Literacy in California: Needs, Services, and Prospects*, SRA Associates, Sacramento, July 1987 (conducted under a grant from the California State Department of Education).

Overview of Programs and Providers

In 1985-86 there were about 1100 literacy service providers in California serving about 880,000 adults. Some 13 percent were enrollees in elementary basic education, 33 percent in secondary basic education, and 54 percent in English-as-a-Second Language programs. Some 75 percent of these participants were served by adult schools, 21 percent by community colleges, and the remainder by library programs and community-based organizations (**See Exhibit 14**).[31] When high school level courses are excluded, almost 600,000 were enrolled, 79 percent of whom were enrolled in ESL.[32]

Exhibit 14

NUMBERS SERVED PER YEAR BY LITERACY PROVIDERS IN CALIFORNIA, 1985-86

Instructional Provider:	Numbers Served Per Year:	
	Including High School Level Courses:	Excluding High School Level Courses:
Adult Schools:	682,787	458,093
Community Colleges:	187,400	127,762
State Library (CLC) Programs:*	12,770	12,770
Community Based Organizations:		
* California Literacy, Inc.:	13,787	13,787
Literacy Volunteers of America:	330	330
* *Adjustment for Double Counting (Library/Laubach):*	- 4,000	- 4,000
Adjustment for Other Double Counting (2 Percent)	- 12,168	- 12,168
Adjusted Total	**880,306**	**596,244**

Sources: Adapted from Donald Dixon, Merrill Vargo, Davis Campbell, ***Illiteracy in California: Needs, Services and Prospects***, SRA Associates, Sacramento, July 1987, p. 39.

Literacy constitutes the largest share of the overall adult education program of the State's major providers. In the adult schools, for example, literacy and basic skills programs account for more than half (54%) of all ADA generated in

31 Note that these percent figures refer to enrollments, not ADA.

32 *Ibid.*

1987-88 when high school basic skills programs are included and slightly less than half (45%) when these programs are excluded (**See Exhibit 10**). In the community colleges, half of their total noncredit ADA is in literacy programs (46 percent when high school diploma/GED courses are excluded).[33]

By far the largest demand for literacy services comes from California's large immigrant and refugee population who enroll in English-as-a-Second Language (ESL) courses. Excluding enrollees in high school level courses, four-fifths of all literacy enrollees are in ESL courses. This figure varies from a 1985-86 and 1986-87 high of 89 percent for adult schools, which serve the largest fraction of the ESL population, to 16 percent among the California State Library programs, which do their best to focus efforts on providing services to hard-to-reach native English speakers.[34]

As a portion of total literacy-related ADA, ESL programs in adult schools generate 89 percent of the total, while in the community colleges ESL generates 81 percent of the total. As a portion of all adult and noncredit education, ESL is 40 percent of the total adult school program and 37 percent of the community college program. In both systems ESL is the fastest growing area, growing by 27 percent in 3 years within the adult schools and 25 percent within the community colleges.[35]

Among California Literacy Campaign (CLC) programs led by the State Library, three of their 50 or so programs serve a significant number of ESL students, because of the needs of refugee populations in their areas. The others are encouraged not to do so, or at least not to do so with State funding.

The ethnic backgrounds of participants in literacy programs clearly reflect the overwhelming number who are in ESL programs. The SRA study found that 51 percent are Hispanic, 23 percent Asian, 19 percent White, 5 percent Black, and two percent other ethnic groups.

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33 Community Colleges do not use the term "literacy" to describe any of their educational offerings. However, community colleges have, historically, always offered a variety of courses which are termed "remedial," and which fall within the definition of literacy used in this report. These courses fall into one of three categories: pre-college basic skills courses, which are offered for non-degree credit; adult basic education courses, which are offered on a noncredit basis; and ESL courses, which are either noncredit or non-degree credit depending on their level.

34 *Ibid.*

35 Elms and Warriner, *op. cit.*, page 8.

36 *Ibid.*, page 41. Community colleges data are not part of this count, since the colleges do not keep data on characteristics of students enrolled in literacy programs.

DESCRIPTION OF PROGRAMS

The following is a brief description of the three major types of literacy programs, namely ESL, elementary basic skills, and high school basic skills:

English-as-a-Second Language (ESL)

The focus and goal for ESL programs is basic literacy and rapid assimilation of immigrant populations into the mainstream of society. This includes not only language, but cultural skills and employment. In California the curriculum is based on life skills competence ranging from English for daily living to language required for entry into academic and vocational programs. ESL programs are offered in day, evening and weekend formats, as well as via cable television in some locations. Vocational ESL classes (VESL), designed with a vocational emphasis, are a refinement of ESL.

Students are typically placed in appropriate skill-level classes on the basis of an entry-level test of oral and written English proficiency. Many of these tests in the adult schools and community colleges have been developed through the *Comprehensive Adult Student Assessment System* (CASAS), which has been used by many districts to develop and maintain competency-based programs since 1981.

The major issue in California ESL today is the one of demand exceeding supply.

The major issue in California ESL today is the one of demand exceeding supply. Roughly two thirds of adult schools and 80 percent of community colleges don't recruit for ESL courses. Rather they are concerned with providing instruction to those who show up. Community colleges averaged 170 persons on their ESL waiting list, compared to only 30 for remedial courses. Adult schools exhibited a similar pattern, while serving close to 460,000 students in 1987-88.

Elementary and Secondary Basic Skills

Basic Skills includes literacy (reading and writing) and computational skills necessary for functioning at levels comparable to students in the public schools system. Courses may be remedial for students who have failed in the schools, or they may provide initial educational opportunity for new immigrants. These programs are competency-based literacy and high school diploma programs designed to teach the basic academic and life skills necessary for success in today's world.

Students have the opportunity to earn an adult high school diploma, which requires certain numbers of credits in basic subjects, or select among a variety of competency-based modules which prepare the student for GED testing or entering job training. The General Educational Development tests are

the nation's most highly recognized high school equivalency exams. Personalized programs of assessment and instruction based on each student's abilities, interests, and goals are utilized, with entry into programs at any time during the school year. Basic subject classes are located in adult schools, community colleges, regional occupational centers, and skills centers. The curricula are aligned with the educational objectives of the students. Course offerings have expanded to meet the needs of high-risk youth and concurrently enrolled high school students.

Personalized programs of assessment and instruction based on each student's abilities, interests, and goals are utilized, with entry into programs at any time during the school year.

In the adult schools and community colleges, enrollments and ADA in elementary basic skills have remained fairly steady, while secondary skills in the adult schools have grown a healthy 25 percent since 1985. Like ESL, basic skills are expected to experience greater demand and growth as the GAIN and IRCA programs are implemented. Despite this expectation, growth in elementary basic skills enrollment may be a long time coming. The clients of the elementary basic skills program are generally perceived as hard-to-reach. Half of the adult schools and community colleges have to recruit to fill basic skills classes. Among community-based organizations (CBO's), two-thirds have to recruit.[37] These statistics probably understate the difficulty in recruiting native speakers of English to basic skills programs, since many basic skills classes in urban areas are attended by people who started in ESL. The adult schools served 301,514 students at the elementary and secondary basic skills levels in 1987-88.

DESCRIPTION OF PROVIDERS

The following is a brief description of providers of literacy instruction for California's adult population. They include adult schools, community colleges, California Literacy, Inc., Literacy Volunteers of America, and Project Literacy U.S.

Adult Schools

Public school adult schools have primary responsibility for adult education unless, by mutual agreement, it has been delegated to the local community college. Literacy instruction dominates the course offerings of the 228 adult schools in the state. Chapter 3 presented an overview of the entire system.

[37] *Ibid.*

Since over half of the adult school delivery system is related to literacy training and basic skills, the very same constraints facing the entire program are true for the literacy components as well:

- **Capping of Funds.** The capping of state adult education funds since 1978-79, in connection with program cuts following the passage of Proposition 13.
- **Allowance for Growth and Inflation.** Allowances of small annual growth and a cost of living increase.
- **Exclusion of Funding for Some Districts.** Prohibition of establishing adult education programs in districts which did not have programs in 1978.

One impact of these constraints in the face of expanding ESL and secondary basic skills enrollment has been their substitution for other authorized areas of instruction, particularly vocational education. This has already begun to promote competition for funds among the various groups that traditionally have been served by adult education. Some administrators have handled this by enlarging the lower unit cost ESL classes to cross-subsidize the more expensive classes in other areas.[38]

Another factor affecting the quality of literacy education in the adult schools has been the growing teacher shortage.

Another factor affecting the quality of literacy education in the adult schools has been the growing teacher shortage. Skilled ESL adult teachers are leaving for the K-12 and community college systems to obtain full-time positions with higher salaries and benefits. Given that adult student reimbursement rates are approximately half that for K-12 students (amounting to $2.75 per student hour), it would be difficult for adult schools to offer benefits to part-timers or make them full-time.

[38] Attenuating this competition for funds has been the availability of federal Adult Basic Education (ABE) funds, but this amounted to only 7 percent of the total of $116 million spent on literacy instruction (for 83,560 ADA in ESL and Elementary Basic Skills) in 1987-88. In California federal ABE funds (referred to as "321" funds) are used to supplement the unit costs for State apportioned ADA. In 1987-88 this amounted to $45 per ADA. These funds are primarily used to purchase supplementary materials, tutoring services, and staff development services, as well as program evaluation.

In 1987-88 120 districts out of 228 (with state-supported adult education programs) received federal ABE funds, as did some 20 other providers, including community colleges and community-based organizations. Approximately, 567,000 adults enrolled in these ESL and Basic Skills programs that received supplementary federal funds. The SRA study showed that for 1985-86 three-fourths of the students in federally augmented literacy programs were enrolled in adult schools (See Dixon, *et. al.*, page 60).

Community Colleges

The open admission policy of the community colleges makes them available to students who may have completed high school but may have skill deficiencies, and to adults who have dropped out of school. Sixteen community college districts have assumed sole responsibility for federally augmented adult basic education services, while others share this responsibility with a variety of other providers, including private colleges, adult schools, and CBO's.

Remedial courses in the non-degree credit mode are available for those students who are assessed as not meeting the skills requisite for certificate and degree applicable courses. As required assessment levels rise in response to higher academic standards, and as the GAIN program enrolls more welfare clients in the colleges, it is likely that enrollments in remedial courses will continue to rise. However, it should be noted that remedial education constitutes only a small proportion of total community college enrollments (See Exhibit 15).

Exhibit 15

ENROLLMENTS IN LITERACY COURSES IN COMMUNITY COLLEGES

Type of Course:	Estimated Percent of Total Enrollment:
Regular Program Noncredit:	
College Prep High School	4.7
High School Diploma	1.7
Junior High	0.9
Elementary	0.7
Adult Education Noncredit:	
Elementary/Secondary Basic Skills	1.5
English-as-a-Second Language	6.2

Source: Dixon, *et. al. Illiteracy in California*, SRA Associates, Sacramento, July 1987, page 57.

California State Library, California Literacy Campaign

The State Library literacy efforts -- called the *California Literacy Campaign* (CLC) -- began in 1983 with the initial commitment of $2.5 million in Federal Library Services and Construction Act funds.[39] The program received an infusion of $2.6 million in state general funds in 1984 and has steadily grown to a $5.6 million appropriation in FY 1989. Currently,

[39] Dixon, *et.al.*, *op.cit.*, page 60.

about 60 libraries and other grantees that applied for project funds are operating CLC programs **(See Exhibit 16)**.

The purpose of CLC programs is to develop community-based programs for English-speaking adults in California. The CLC is primarily a one-to-one delivery system with a heavy reliance on trained volunteers.

The purpose of CLC programs is to develop community-based programs for English-speaking adults in California. The library-based programs were intended to supplement other literacy programs available in the state and serve as referral agencies as well. The CLC is primarily a one-to-one delivery system with a heavy reliance on trained volunteers. This is suggested by the Library's program statistics which show that in 1987-88, some 8,300 volunteer tutors served 9,700 adult learners, and made 6,100 referrals to other agencies providing literacy training **(See Exhibit 16)**.

Exhibit 16
CALIFORNIA LITERACY CAMPAIGN PROGRAM STATISTICS 1985-1988
(Dollars in Thousands)

Category:	1985:	1986:	1987:	1988:	Proposed 1989:
Funding Level	$2,635	$3,500	$4,035	$4,535	$5,635
CLC Funding as % of Library Local Assistance Budget	26.8%	31.8%	34.8%	37.5%	42.4%
Number of Participating Libraries	46	46	Ca. 50	Ca. 60	NA
Number of Participating Learners	5,000	6,700	8,100	9,700	NA
Number of Literacy Tutors	3,000	4,800	6,300	8,300	NA
Number of Referrals	3,000	3,000	4,150	6,100	NA

Source: California State Library, Annual Special Services Program Statistics, 1985, 1986, 1987, 1988 (November Report).

SRA reports that the library programs, from their inception, have been designed to phase out state funds and gradually become self-sustaining. Although substantial support of many kinds has been received by many of these programs, it remains to be seen whether the libraries will have the time, energy and expertise to develop a community fund-raising base of the type which will be needed for these programs to become self-

sufficient. Thus, the future of these programs, if and when state funding is reduced, is unclear.[40]

California Literacy, Inc.

The largest of the literacy-related community-based organizations in the state is *California Literacy, Inc.* (CLI). CLI recruits and trains tutors and sells materials for use in one-on-one tutoring of adults. It has a paid staff of over a dozen people. Its tutors, counselors and governing board members are all volunteers.

CLI is associated with Laubach Literacy, Inc. which is the largest volunteer tutoring program for literacy in the Nation. Although the organization was formed to serve non-literate native English speakers, the demand in California has been such that approximately 75 percent of students served by CLI are ESL students. In total, 13,787 adult students were served by CLI in 1985-86, and over 5000 tutors were trained.

SRA reports that there is a good deal of cooperation between library and Laubach programs in the State. CLI tutor trainers are often involved in training library volunteers. In 1985-86, 25 library programs identified themselves as "Laubach" programs and reported to have served 4,222 students.[42]

Literacy Volunteers of America

The *Literacy Volunteers of America* (LVA), a national volunteer tutoring organization, only recently became active in California. Like the Laubach program, it has its own method for training tutors to work with adults in one-on-one situations. In 1986-87, LVA doubled its size to 16 affiliated programs from the previous year, when it reported to have served 330 students.

Project Literacy U.S. (PLUS) and Company-Sponsored Literacy Programs

In addition to federal and state "mainstream" adult literacy education programs and the major literacy-oriented volunteer programs that supplement them, there are numerous community organizations and private companies that provide literacy education and related support services. Galvanizing a

40 *Ibid.*, page 61.

41 *Ibid.*, page 62.

42 *Ibid.*

There are numerous community organizations and private companies that provide literacy education and related support services.

fair amount of this activity since 1984 has been *Project Literacy U.S.* (PLUS), which was the creation of the Corporation for Public Broadcasting (CPB), the Public Broadcasting Service (PBS), and Capital Cities/American Broadcasting Company. As such, this was the first ever joint project between public and commercial television networks.

PLUS raises public awareness about the literacy crisis in the U.S. and addresses it through the development of multi-sector community task forces that help design or coordinate literacy delivery systems in particular service areas.

A recent study conducted for CPB has chronicled the development of PLUS and its accomplishments during its early years.[43] Fifteen PLUS efforts have been organized in California during the campaign's first years. Initial support came from the State Library's Literacy Campaign, which urged its grantees and library literacy programs to join with ABC affiliates, PBS stations, and other organizations to form local task forces. The result was a comprehensive effort which built upon the strengths of the State's adult basic education system, and broadened the base of literacy service providers.[44]

The dozens of efforts catalyzed by PLUS in California are too numerous to mention here. One of the more notable efforts was the KCET *American Ticket Project*, a national television series consisting of 26 half-hour programs designed to motivate adults as well as teach basic skills and ESL. Another was the *California Alliance for Literacy* organized by the State Department of Education and the State Library to promote coordinated action and cooperative ventures.

The *Contra Costa Literacy Alliance* is an example of the kind of cooperative venture that maximizes the effectiveness of literacy resources. Residents may contact the Alliance for referrals to adult school and community college programs (ABE, ESL, and programs for learning disabled adults), or to one-on-one tutoring provided by a variety of community organizations. Incarcerated adults are referred to the county detention facilities. In addition to simple referrals, some programs coordinate the resources of several agencies. *Project Second Chance*, for example, provides a computer-assisted instruction (CAI) learning center, while a Laubach-affiliated volunteer organization provides trained tutors to work on one-on-one with the CAI-assisted students. Awards are given to exemplary learners and teachers.

In addition to community-based programs that coordinate the resources of several agencies, PLUS has also spawned a

[43] Judith Alamprese, Rhonda Leach Schafb, and Nancy Brigham. *Project Literacy U.S. (PLUS): Impact of the First Year's Task Forces*, Washington, D.C.: Cosmos Corp., December 1987.

[44] *Ibid.*, page 123.

number of workplace literacy programs that are sponsored and conducted by private companies. In the Los Angeles area, for example, both the *Los Angeles Times* and the *Herald Examiner* conducted literacy programs for employees and their families.

Other workplace literacy programs are run through public adult education agencies. For example, Tri-Lite Manufacturing Company in Torrance and Budget Rent-a-Car at the Los Angles airport conduct their programs through the Adult Education Division of the South Bay Union High School District in Redondo Beach.

Program Effectiveness and Measurement Issues

California and a half dozen other states are using the *Comprehensive Adult Student Assessment System* (CASAS) to assess students and program outcomes. In California, the adult schools use it to place students at the appropriate level in ESL, ABE, and adult special education classes, as well as to measure and monitor their progress in attaining particular life skill competencies. CASAS is also used to place students into appropriate levels of pre-employment training.[45]

More than 150 agencies in California use CASAS, including adult schools, community colleges, correctional institutions, JTPA programs and community-based organizations. CASAS also provides the initial basic skills appraisal and monitoring instruments for GAIN and IRCA, California's welfare reform and amnesty education programs.

Since 1984, between one and two percent of ESL students have taken both the reading pre- and post-tests, while the range for ABE students has been between two and five percent. ESL students have gained between 6.1 and 7.3 CASAS scale points during the 100 hour pre-post test period, while ABE students have gained on the average between 5.7 and 7.0 points. In 1987-88 some 8,303 ESL and ABE students completed both the CASAS pre- and post-tests in reading; overall, some 18,361 students in 1,312 classrooms participated in CASAS testing. Currently, testing samples are being enlarged to provide a more accurate data base.

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[45] These goals are achieved through the cooperative planning and development activities of CASAS, which is a consortium of agencies that provide educational services to adult, and alternative educational programs. It is coordinated by the CASAS Staff under the auspices of the San Diego Community College District Foundation in cooperation with the California State Department of Education, Youth, Adult, Alternative Education Services Division. The Consortium includes representatives from adult education agencies, community colleges, community based organizations, correctional institutions, special education, JTPA and alternative education programs.

[46] Judy Alamprese and Associates, *CBAE Evaluation Study Report: Investing in Change, Competency-based Education in California*, San Diego: CASAS, San Diego Community College District Foundation, March 1987, page 1.

Trends and New Directions

Several trends and new directions have emerged for California adult literacy education in the 1980's. These include competency-based education, intergenerational literacy, workplace literacy, literacy consortiums, and computer assisted instruction.

COMPETENCY-BASED ADULT EDUCATION

Competency-Based Adult Education (CBAE) has flourished in California over a 10-year period. In 1982 the practice of CBAE became more focused when California became the first state to mandate the use of CBAE in its federally supported adult basic education programs. In the mandate, CBAE was defined as a performance-based process leading to demonstrated mastery of basic and life skills necessary for the individual to function proficiently in society.

The State Department of Education has taken this mandate seriously and has supported the development of competency-based curriculum projects and of CASAS and the CBAE Staff Development Project to assist local districts with implementation of CBAE. Over the last few years, SDE has devoted almost 40 percent of its federal (adult education) discretionary money (now under Section 353 of the Adult Basic Education Act) to implement CBAE throughout the State.

When a recent study investigated the relative retention rates and achievement levels of students in programs with a high degree versus a low degree of CBAE implementation, CBAE appeared to help retain ESL students who function at the beginning level, while not affecting the retention of more advanced students. Conversely, it appeared to help the advanced ESL students to progress and not the lesser skilled.[47]

While results on the effectiveness of CBAE in improving achievement and retention are mixed, the program does appear to be promoting good teaching principles, and it is popular with those who do the work (i.e. the teachers), once they have had the proper training.

[47] *Ibid.*, pages 32,34.

INTERGENERATIONAL LITERACY EDUCATION PROGRAMS

The positive relationship between parents' (and especially mother's) education level and the performance of their children on literacy tests (for all ethnic groups) has encouraged the movement toward adult literacy programs to improve the literacy skills of both. In California a few parent education programs include intergenerational instruction, but little research, if any, has been conducted thus far to determine either the extent or the effectiveness of this approach. Though it is too early for reliable results to be available, Sticht cites preliminary findings that suggest that the literacy skills of parents can be modified to a moderate degree, and parents and teachers report changed attitudes and school performance on the part of the adult's children. Yet no quantitative data were available on the effects of these programs on childrens' test scores.[48]

Despite the paucity of evaluation information, the U.S. Congress passed legislation to create the Even Start program. This program will provide some $50 million a year nationwide for parent-child literacy programs in fiscal years 1988-1993.

WORKPLACE LITERACY

With the need to improve productivity and competitiveness, California and the rest of the Nation have witnessed increased attention to the role of literacy in the workplace and how adult literacy education can be made cost-effective to management and attractive to labor.

[48] Sticht, *op. cit.*

The major generalization from research is that adults learn to read when they want to learn and when the activities take place in a context that is meaningful to them.

Research is showing that reading programs that are geared to the competencies that pay off at work produce better results for employers than adult literacy programs that have a more general audience. At the same time, the higher a person's general reading ability, the better adults perform on job-related reading tasks.[49] Either research conclusion is typically cited by practitioners who wish to emphasize either general or workplace literacy. Whichever approach is utilized, the major generalization from research is that adults learn to read when they want to learn and when the activities take place in a context that is meaningful to them. Since several jobs typically share a core of reading skills, most workplace literacy programs would be well-advised to teach reading skills that cut across the skill needs of related occupations. There is also a core of work maturity skills that are common to several occupations and which more and more are being included in the definition of workplace literacy.

LITERACY CONSORTIUMS

Communities all over the State and Nation are discovering that more gets done for less money when people with different literacy specialties share their expertise, when agencies collaborate rather than compete and when the private sector enters into a partnership with the public sector in delivering literacy-related services. Literacy programs appear to be the most effective when the following are working in harmony:

- The outstanding teacher and resource specialist
- Trained and motivated volunteers who can provide one-on one tutoring
- A proven curriculum, with appropriate materials and delivery methods, including computers
- A referral system which includes all the legitimate literacy providers, and
- Publicity and outreach to people who can benefit from literacy instruction.

SRA identified several trends among literacy programs in its examination of 250 literacy providers in California. Some of the principal findings with respect to private providers of literacy services are as follows:

- An increasing number of private providers are delivering literacy services on a contractual basis.

[49] *Ibid.*

- CBO's tend to be very fluid in terms of their organizational structure, personnel and very existence. Of the 134 agencies selected at random from the most recent referral lists available, only 36 had operating telephones or message numbers.

- Community-based organizations and libraries tend to use the Laubach and LVA methods most frequently (80 percent and 12 percent, respectively), while only six adult schools and one community college (with much higher pupil-teacher ratios than the libraries and CBO's) used Laubach materials.

PLUS, the California Alliance for Literacy, and the California Literacy Campaign are but a few of the community-based programs that exemplify these principles.

COMPUTER-ASSISTED INSTRUCTION

There are several computer-assisted (CAI) or computer-managed literacy programs on the market today. Companies which produce and market them claim that in just a few hours their product can produce gains in reading ability equal to 1 to 3 years of other types of learning. These claims should be viewed with caution, however. Most of the studies using CAI fail to control for or adjust gain scores resulting from regression to the mean and test-taking practice. Sticht observes, "Failure to understand these characteristics of standardized testing and psychometrics may lead program operators to expect and promise more than they should."[50]

Despite these cautions, it appears that as CAI, interactive video disks, television, and other modern technologies become more cost-effective, and as evaluation methods improve, the computer and other technologies will be used increasingly to deliver literacy instruction, and test for achievement as well.

PROGRAM ACCOUNTABILITY

The proliferating interest and increased investment in literacy education in recent years has led to increased interest in accountability as well. There is growing agreement that acceptable systems must be found for measuring the performance of state and local programs in helping

50 Sticht, *op. cit.*, page 4.

undereducated adults to achieve their individual goals.[51] A pre-condition for accountability, of course, is data--data that is based on standard definitions of both inputs (*e.g.* costs) and outputs (*e.g.* scores on achievement tests), and data that is obtained using acceptable collection procedures. Although the measurement issue is complicated by the nature of the client group, consensus must be found on how to take these factors into account.[52]

Major Findings

The following are the major findings for literacy programs in California:

(1) **Literacy is Most Important Program.** Literacy training programs consume the greatest proportion of public resources (45 percent) for California adult and noncredit education.

(2) **Adult Schools Serve Three-fourths of Literacy Enrollees.** Approximately 1100 California literacy service providers served about 880,000 adults in 1986-87, including enrollees in both basic education and ESL programs. Some 75 percent were served by adult schools, and 21 percent by the community colleges. When high school level courses are excluded, almost 600,000 were enrolled, 79 percent of whom were enrolled in English-as-a-Second Language (ESL).

(3) **Great Demand for ESL, But Recruitment is Necessary to Fill ABE Classes.** There is great demand for ESL yet not very much demand for basic skills classes in California today. Roughly two-thirds of adult schools and 80 percent of community colleges don't recruit for ESL classes. In contrast, half of the adult schools and community colleges have to recruit to fill elementary basic skills classes; among community-based organizations, two-thirds have to recruit.

(4) **Large ESL Classes Cross-Subsidize More Costly Classes.** Low unit cost ESL classes frequently are large enough to generate excess revenues that cross-subsidize more expensive classes in other Adult Education areas, such as vocational education. The competition for funds among the 10 authorized areas of instruction is attenuated somewhat by the federal adult basic education grant, but this amounted to only

[51] See, for example, Richard Mendel, Workforce Literacy in the South: A Report for the Sunbelt Institute, Chapel Hill, N.C.: MDC, Inc. September 1988, pages 32-33.

[52] These factors include the high program attrition rates and the diverse cultures and native languages represented in this population.

seven percent of the total spent by adult schools on literacy instruction.

(5) **CLC Has Growing Community-Based Literacy Program.** The California Literacy Campaign (CLC) with primary funding from the State Library and joint sponsorship with the State Department of Education uses a community-based approach with heavy reliance on volunteers to attract illiterate individuals who are native speakers of English. With a 1987-88 allocation of $4.5 million, CLC served 9,700 learners, compared to an estimated 61,000 served by the adult schools with an allocation of $12.6 million. There are several reasons, however, why the effectiveness and efficiency of these two programs cannot be compared: (a) the CLC program does not track the number of student hours or full-time equivalency; (b) the adult school program does not track actual cost of providing ABE services, only the average cost for all 10 authorized instructional areas; and (c) neither program draws a representative sample of its clients to determine learning progress; and (d) when learning rates are assessed, the two programs use different tests.

(6) **PLUS Raises Literacy Awareness and Fosters Coordination and Cooperation.** Since 1984 Project Literacy U.S. (PLUS) has been galvanizing dozens of community-based literacy programs that at once raise awareness about illiteracy and coordinate public and private resources to do something about it. PLUS-type programs have demonstrated the value of a consortium approach to maximize the effectiveness of resources, and workplace literacy as a methodology for improving the literacy skills of workers on the job.

(7) **Volunteer Agencies Making a Significant Contribution to Combatting Illiteracy.** With private funds only, California Literacy, Inc. provided literacy instruction to 14,000 adults in 1985-86. Since opening its California office in 1986, *Literacy Volunteers of America* (LVA) has grown from 9 affiliated programs to 25 serving more than 4,500 students.

(8) **Competency-Based Adult Education has Mixed Results.** For its ESL and elementary ABE programs receiving federal funds, California mandates the use of *Competency-based Adult Education* (CBAE) in the delivery of literacy-related instruction. Based on CASAS instruments, the results are mixed on the effectiveness of CBAE in improving literacy achievement and program retention. However, CBAE does appear to be promoting good teaching principles, and it is popular with teachers once they have had the proper training.

(9) **High Non-Completion Rates Pose Problem for Evaluating Effectiveness.** Attrition or dropout rates of 40-50 percent characterize California literacy

programs, as well as programs throughout the United States. Most studies show that more than half of those who leave (before completing 100 hours of instruction) have not achieved their objectives. Further, the largest category of reasons for leaving is "other", an undefined cause that leaves a high degree of uncertainty regarding reasons for attrition from programs. Since little is known about the achievement of program leavers, the attrition factor poses a major problem in evaluating the effectiveness of the program.

(10) **Workplace Literacy is Paying Off.** The higher a person's general reading ability, the better adults perform on job-related reading tasks. For those with low reading skills, reading programs that are geared to competencies required at work produce better results for employers than non-work related adult literacy programs for a general audience.

(11) **Consortium Approaches May Be Cost-Effective.** There is general agreement that more literacy gets taught for a lower cost when people with different literacy specialties share their expertise, when agencies collaborate rather than compete, and when the private sector enters into a partnership with public sector in delivering literacy-related services.

(12) **New Trends Promising, But Need to be Assessed.** Continued trends in adult literacy education are likely to include competency-based education, intergenerational literacy, workplace literacy, literacy consortiums which supplement public resources with broadcast media and volunteers, and modern technology to assist with instruction. An accountability system with widely agreed upon measures is essential to compare the effectiveness of these approaches with one another.

There is cause to believe that we have not reached the turning point in the battle to reduce illiteracy.

Review of California literacy programs shows a massive effort undertaken by schools, business and concerned individuals to combat the problem of illiteracy. Available evidence indicates that much is being accomplished, but this evidence is far from comprehensive. More important, despite these efforts, there is cause to believe that we have not reached the turning point in the battle to reduce illiteracy.

Chapter 5

STRATEGIC PLAN TO COMBAT ADULT ILLITERACY

California confronts a serious gap between the skill and knowledge requirements of the future and the educational attainment of its population. A bold partnership among key providers and users of adult education must be forged to meet the challenges of the future.

This chapter briefly summarizes ***Adult Education for the 21st Century**: Strategic Plan to Meet California's Long-Term Adult Education Needs*. High priority was given to developing a plan that addresses how adult schools might coordinate with other educational providers to serve the needs of the state and its population. Because of the plan's emphasis on collaboration and because adult schools and the noncredit divisions of the community colleges are the primary deliverers of literacy services in the state, the plan becomes the logical roadmap to improve adult literacy programs. It represents an ongoing and participatory initiative to define current and future needs, and recommends how the adult education system can meet these needs. The proposals put forth in this plan are intended to ensure that adult education programs, working in cooperation with their stakeholders, will be self-renewing institutions that continually readjust to meet the needs of a changing society.

This plan, with its impact on the delivery of literacy services, is presented with the belief that attention to the future enables us to create and shape our future.

Planning for Tomorrow

Much must be done to catch up with the present let alone prepare for the future. California, as other states, is confronting major shortages of skill within its adult population. The educational attainment of more than one quarter of California's adults is lower than high school, and many have attainment far below this level. These skill deficits pose a

serious threat to the economic and social well being of our state.

We must live and work smarter if we are to successfully seize the opportunities of tomorrow. This will require more than increased funds for education. It will require new approaches to make learning accessible and relevant to diverse groups.

Although literacy is the foundation on which we must build, adult educational needs do not end with those lacking basic skills. New knowledge and skills will be required to prepare for careers, deal with medical and health decisions, and raise children. Today's adults are required to make informed personal and civic decisions about increasingly complex social and public issues. Daily, they face problems for which they've had little or no educational preparation. Educational providers can and must provide information and forums that encourage informed responses to the challenges of our time and future.

We must live and work smarter if we are to successfully seize the opportunities of tomorrow. This will require more than increased funds for education. It will require new approaches to make learning accessible and relevant to diverse groups. It will also require approaches that generate excitement about learning and confidence in the ability to learn.

The strategic plan is the result of a long-term planning project undertaken by the Adult Education Unit of the Youth, Adult and Alternative Educational Services (**YAAES**) Division of the California Department of Education (**SDE**). It was developed under the guidance of a twenty-six member Adult Education Advisory Committee appointed by State Superintendent of Public Instruction Bill Honig.

The focal goal of the project was to develop a long-term vision of adult education for the 21st Century. The project was specifically charged with providing a plan for the adult schools and other adult services funded through the State Department of Education and California Community Colleges. However, through emphasizing collaborations, we have focused attention on how to best provide learning opportunities to those who are not enrolled in high school or postsecondary programs leading to a college degree, yet who wish to improve their basic skills, employability or quality of life.

Focusing Goals for the 21st Century

Advisory discussion, outreach and research have led to four goals to meet the needs of the future.

Advisory discussion, outreach and research led to four goals for planning an adult education system to meet the needs of the future:

- **Improving Access to Users**
- **Improving Accountability**
- **Improving Program Quality and Responsiveness**
- **Improving Planning and Coordination**

These goals were developed from eighteen themes (See Exhibit 17):

Exhibit 17
LONG-TERM PLANNING THEMES

IMPROVE ACCESS TO USERS:
- **Increase User Access to Programs**
- **Funding and Regulations that Encourage Program Improvement, Responsiveness, and Innovation**
- **Better Inform Users of Programs**
- **Funding to Meet Demand for Services**

IMPROVE ACCOUNTABILITY:
- **Accountability Measures (Students and Providers)**
- **Data System for Adult Education**
- **Capacity for Program Evaluation and Review**
- **Encourage Competency-Based Assessment**
- **Program Quality Standards**

IMPROVE QUALITY AND RESPONSIVENESS:
- **Resources for Program and Curriculum Development**
- **Resources for Staff Development**
- **Encourage Teaching Skills Appropriate to Adult Learning**
- **Maintenance and Expansion of the Types of Instruction**
- **Adequate Funding and Facilities**

IMPROVE PLANNING AND COORDINATION:
- **Coordination Among Providers and Collaborative Planning**
- **Participation of Key Stakeholders**
- **Capacity for Policy Setting Leadership**
- **Status as Equal Educational Partner**
- **Community Service and Relevance**

The above goals and themes provide guidelines for planning an adult education system that builds upon the strengths of the present while using the technologies and innovations of the future. They constitute ambitious but essential objectives. Meeting them will likely require more

resources, but it will also require use of new resources such as technology, and better use of existing resources.

An Image of Tomorrow's Adult Education

The plan proposes that education and training providers work with each other, business and other stakeholders to make the education of adults a focal priority of our state.

This plan proposes that education and training providers work cooperatively with each other, business and other stakeholders to make the education of adults a focal priority of our state.

The plan, however, does not propose the creation of a monolithic administrative structure that would inhibit innovation and responsiveness at the local level. Rather, it proposes that educational providers maintain their own mission and identity while participating in the development of an institutional infrastructure of consistent policy guidelines, program quality standards, performance measures, financial incentives and market mechanisms that enable learners and community stakeholders to build upon existing program successes.

The plan focuses on where we would like to be in the year 1995. It proposes components of a future adult education system and explains the rationale for each component.

WHAT WE PROPOSE

Fourteen proposals are presented to improve the delivery of education and training to adults (**See Exhibit 18**).

Exhibit 18
OUTLINE OF RECOMMENDATIONS

IMPROVE ACCESS TO USERS:

(1) Funding to Meet Today's Needs
(2) Funding for Innovation and Performance
(3) Community Adult Education Information Services
(4) EduCard$_{TM}$ (Adult Education Access Card)
(5) Linkage of Support Services to Increase Access

IMPROVE ACCOUNTABILITY:

(6) Procedures for Adjusting Instructional Priorities
(7) Quality Standards and Performance Measures
(8) Integrated Adult Education Data System

IMPROVE QUALITY AND RESPONSIVENESS:

(9) Program and Staff Development Support
(10) Teacher Certification Appropriate to Adult Education
(11) Facilities for the Future
(12) Special Grants to Test Program Innovations

IMPROVE PLANNING AND COORDINATION:

(13) Collaborative Planning
(14) Adult Education Research and Planning Institute

These proposals have been developed with the intent of achieving multiple payoffs concerning the four goals of improving (1) access to users, (2) accountability, (3) program quality and responsiveness, and (4) planning and coordination.

HOW IT WILL WORK

The fourteen proposals put forward by the plan will increase the access of adult education and training to users, whether they be individuals or employers. They will also foster long-term excellence and responsiveness by empowering users as consumers in a marketplace of educational opportunities. Finally, they facilitate the flow of information to promote coordination among providers and encourage programs to build upon their strengths.

Let's look at the most important issue -- how the proposed system will serve adult learners in the year 1995:

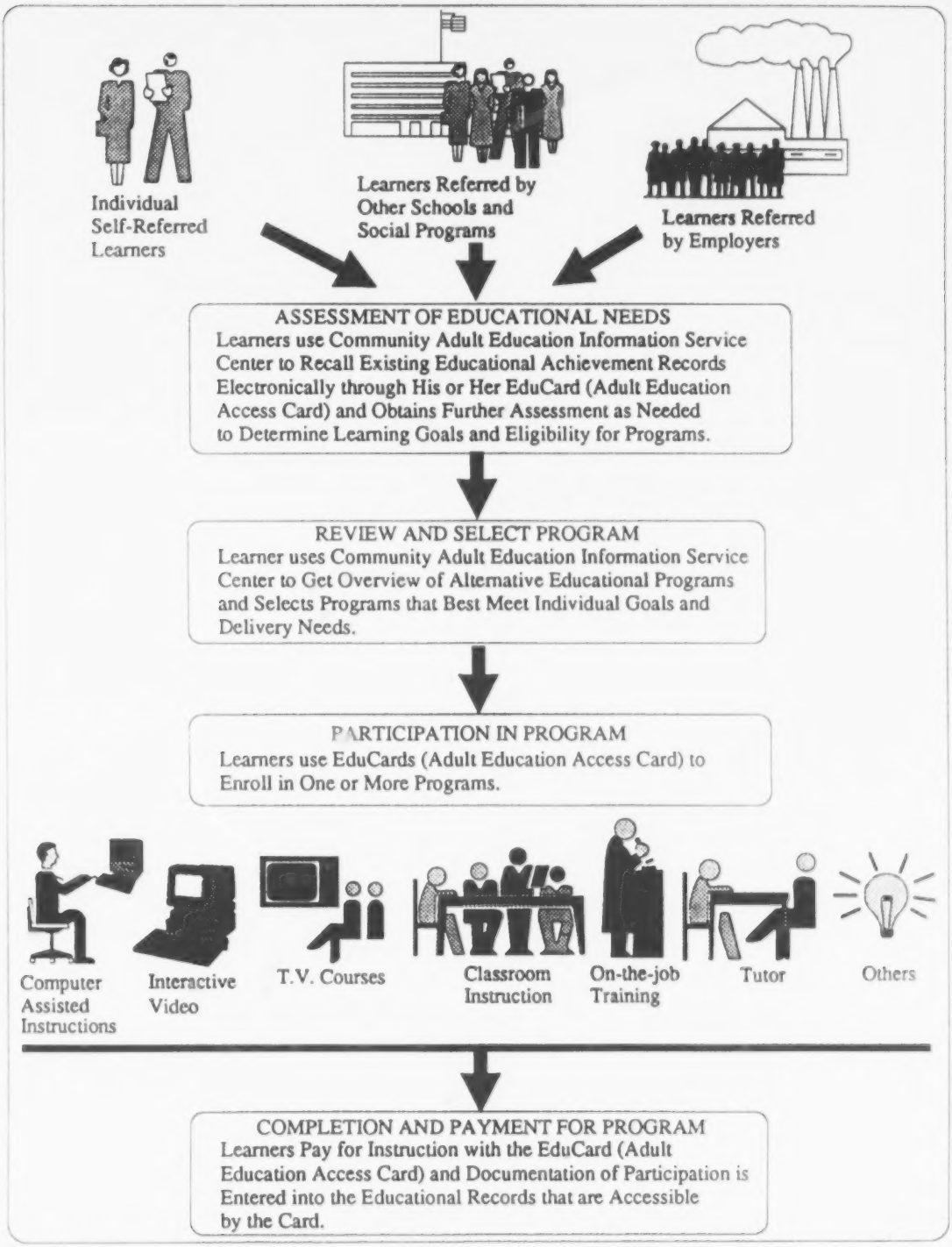
> Tomorrow's adult education process begins with a potential learner or group of learners *(e.g.* a business or public agency may send selected persons to pursue literacy, job skill or other types of learning). Individual learners go to a ***Community Adult Education Information Service Center.*** Upon arrival at the center, learners present their ***EduCard***$_{TM}$ (Adult Education

Access Card). This card is used to access individual educational records and program eligibility status from an ***Integrated Adult Education Data System. Existing educational records would provide information on the learner's skill attainment and educational needs in terms of standard Performance Measures used by all participating instructional providers as well as other assessment tools. If initial or further assessment is needed, the learner can request further tests and counseling with resources available through the EduCard. New assessment records and assessment costs are inter-actively entered into the Integrated Adult Education Data System (See Exhibit 19).***

Once assessments determine the needs of the learner, a combination of counseling and interactive information technology is used to provide an impartial overview of all local programs that could meet the learner's needs. This will include information such as the educational objectives of the programs, entrance prerequisites, cost to the individual participant (if any), duration and scheduling, location, special features, assessments of performance, satisfaction of prior participants, and certification status in accord with state and regional ***Program Quality Standards***. Once educational options are presented and discussed, the individual selects the program that best meets his or her learning goals. A quick check is made to ensure that the program has an opening. The learner is then enrolled electronically and referred to the program.

Exhibit 19

HOW ADULT LEARNERS RECEIVE SERVICES


Individual Self-Referred Learners
Learners Referred by Other Schools and Social Programs
Learners Referred by Employers
ASSESSMENT OF EDUCATIONAL NEEDS
Learners use Community Adult Education Information Service Center to Recall Existing Educational Achievement Records Electronically through His or Her EduCard (Adult Education Access Card) and Obtains Further Assessment as Needed to Determine Learning Goals and Eligibility for Programs.
REVIEW AND SELECT PROGRAM
Learner uses Community Adult Education Information Service Center to Get Overview of Alternative Educational Programs and Selects Programs that Best Meet Individual Goals and Delivery Needs.
PARTICIPATION IN PROGRAM
Learners use EduCards (Adult Education Access Card) to Enroll in One or More Programs.
Computer Assisted Instructions
Interactive Video
T.V. Courses
Classroom Instruction
On-the-job Training
Tutor
Others
COMPLETION AND PAYMENT FOR PROGRAM
Learners Pay for Instruction with the EduCard (Adult Education Access Card) and Documentation of Participation is Entered into the Educational Records that are Accessible by the Card.

The learner "checks in" with the program of choice (*e.g. appears at locations, downloads through a modem linked to a home computer, rents a portable interactive instructional module, or meets a tutor). Upon "checking in", the learner submits his or her EduCard, which is used like a credit card to begin a billing process. This billing process is run through a system of Funding for Innovation and Performance that enables varied instructional providers to charge pre-approved rates for alternative educational services provided under varied conditions and time frames. Depending on the type of educational service provided, the learner may or may not take a skill achievement test with standard Performance Measures at the end of the learning process.*

Upon completion of the program by learners, the prescribed cost for participation and test scores are entered into the ***Integrated Adult Education Data System*** for final payment to the program and certification of skills for the individual. The system of ***Funding for Innovation and Performance*** would provide bonus payments for agreed upon excellence in skill achievement by participants. If no skill assessment test is taken by the learner, a pro-rated billing is charged to funding sources through the participant's ***EduCard*** (See **Exhibit 19**).

The above services are provided within the context of policies and program support services developed through ***Collaborative Planning*** carried out by key education providers, business and other stakeholders. Advisory groups and planning councils would make or recommend policies and procedures for adult education with the support of an ***Adult Education Research and Planning Institute***. These bodies would be responsible for overseeing the above mentioned ***Community Adult Education Information Services, EduCard, Program Quality Standards and Performance Measures, Integrated Adult Education Data System,*** and ***Funding for Innovation*** and ***Performance***. They would also guide development of other initiatives such as ***Program and Staff Development Support, Cross-Agency Linkage of Support Services, Grants to Test Program Innovations,*** and ***Teacher Certification Appropriate to Adult Education***.

The above process and supporting components will ultimately produce a more flexible, self-correcting and improvement-oriented network of providers responding to the needs of learners and commonly agreed upon standards of performance.

THE RECOMMENDATIONS

Fourteen recommendations, which are briefly summarized below, are presented to provide the above services.

- **Funding to Meet Today's Needs.** A greater investment by the State in adult education is needed to equip Californians with the skills required to sustain our quality of life and economic competitiveness. Immediate action must be taken to address a critical shortage of funds. The existing "CAP" on the number of adult learners that can be funded should be raised to accommodate the fact that the fastest growing parts of the California population and workforce are from the least educated groups. Reimbursement levels or unit rates should be adjusted to reflect the true costs of providing quality educational services to adults. Further, funding should be provided to areas of the state that have been excluded from using state funds for adult schools.

- **Funding for Innovation and Performance.** Funding mechanisms should be reviewed and adjusted to encourage use of educational technologies, responsiveness to the diversity of educational clients, and development of alternative instructional methods. Most notably, funding should allow, and in some cases encourage, flexibility in the timing of learning and the provision of instruction in a wide range of settings (*e.g.* work sites, mobile learning centers, TV courses, modem-linked computer assisted instruction).

- **Community Adult Education Information Services.** Regional, cross-agency facilities should be established to provide learners with an impartial overview of available educational opportunities and assistance in selecting services which best meet individual needs. These services should provide outreach and recruitment of the hard-to-reach, information about educational opportunities, assessment and counseling, certification of basic skills, and maintenance of comparable cross-agency data concerning the participation and achievement of individuals within educational programs. Each service center would be a counselor-supported electronic clearinghouse that would reduce duplication and time loss resulting from duplicate student intake,

assessment and record keeping; and provide adults with the information needed to make intelligent choices about their educational activities.

- **EduCard$_{TM}$ (Adult Education Access Card).** Credit card technology should be used to empower learners with greater access to educational programs. An *EduCard* should be issued to all adults as they enroll in participating programs. With appropriate safeguards to assure confidentiality, this card would enable learners to access information on their educational records, eligibility for alternative programs, and certification of demonstrated skills. This information would be used to help place users in appropriate programs and assist their progression to further education and job placement. It would also reduce paperwork, streamline administrative costs, and facilitate the matching of private funds to public resources.

- **Linkage of Support Systems to Increase Access.** Efforts would be made to establish cross-agency policies concerning the provision of authorized support services (*e.g.* child care, transportation and medical resources) to adults requiring such services as a prerequisite to education.

- **Adjusting Priorities for the Future.** The existing ten areas of authorized instruction should be maintained (*e.g.* basic education, English-as-a-second language, vocational training, citizenship, etc.). However, community and state needs should be periodically and systematically assessed, and adult education program priorities should be adjusted to meet these needs. Attention should also be given to expanding the authorized areas of instruction to include the humanities, community issues and recreational learning.

Ultimately, quality standards and accountability must be defined as measurable goals and conditions. Without standard measures, there is no common and acceptable way to document performance.

- **Program Quality Standards and Performance Measures.** Standards should be developed and periodically adjusted to encourage instructional excellence and certification of required practices. Such standards should lead to a stronger, well-balanced and comprehensive curriculum. They should pertain to both traditional and non-traditional methods of instruction, as well as to learning conditions for a variety of student populations. Common measures or performance indicators should be developed and used to document student skill attainment, satisfaction and self-esteem. These measures should also be used to assess individual educational needs and certify educational achievement. These scores could be aggregated along with cost data to assess program performance.

- **Integrated Adult Education Data System.** This Data System will provide a means of entering, retrieving and analyzing data that is accessible to both state and local users. This system should be developed to serve the needs of learners and local educational providers as well as the state. Data to be stored might include student records, student and program performance data, program participation and descriptive data. Safeguards would be developed to protect personal privacy.

- **Program and Staff Development Support.** Computerized information and reference systems will be added to current services to modernize curricula, select and use instructional technology, improve skills of adult education teachers and administrators, provide appropriate credentialing and certification systems, disseminate exemplary practices, involve of business and other user groups in planning and delivering programs, and use feedback mechanisms to ensure that program data are used to improve performance.

- **Teacher Certification Appropriate to Adult Education.** Adult schools should be given more flexibility for the selection and certification of teachers. The preparation and certification of teachers should reflect the needs of adult learning, not K-12 instruction. Adult education teachers should be certified on the basis of demonstrated mastery of skills and knowledge of their subject, instructional methods appropriate to adults, and performance of their students.

- **Facilities for the Future.** Adult education must have control over it own facilities if it is to ensure responsiveness to adult learning needs and learning environments appropriate for adults. Standards for adult facilities should reflect adult learning requirements and therefore be exempted from those regulations which govern facilities for the education of children. To the extent possible, facilities for adults should be developed to utilize new educational methods and technologies in both classrooms and non-traditional settings (*e.g.* computer assisted instruction, educational television, etc.).

- **Special Grants to Test Program Innovations.** A limited grants program should be maintained to test and evaluate promising new ideas that have not yet been tried.

Adult education needs better coordination and capacity for planning. It also needs the ongoing involvement of business and other stakeholders to determine directions and priorities.

- **Collaborative Planning.** Councils and steering committees composed of key stakeholders should be organized to guide the development and maintenance of the strategic recommendations. These bodies should have multi-agency representation, and the involvement of business and user groups. A state group would be concerned with overall system design and the development of implementing state policies. Efforts will be made to develop and maintain ongoing links with local educators, business, and other stakeholders. During the first years of the Plan's implementation, these planning bodies may take the form of interim steering committees.

- **Adult Education Institute for Research and Planning.** A research and planning institute should be established to provide research and policy development for adult education. This institute should be staffed by high quality research and planning professionals and conduct activities under the direction of an advisory group.

The fourteen recommendations were developed systematically to meet multiple goals. Each recommendation has stand-alone value. However, the full payoff and impact of these proposals is linked to their simultaneous application.

Steps to the Future

There are two essential prerequisites for implementing the goals and recommendations of this plan. First, a spirit of cooperation and commitment must be developed among key stakeholders. Second, resources and technical skills must be marshalled to develop an integrated workplan for implementing the proposed recommendations.

BUILDING A PARTNERSHIP AMONG STAKEHOLDERS

Before movement can begin toward the proposed strategic goals, there must be a common agreement among key stakeholders and organizational vehicles to focus the common will into pragmatic action.

This plan proposes nothing less than a full partnership among key providers of adult education and those who use these services.

The strategic plan proposes nothing less than a full partnership among key providers of adult education and those who use these services. The purpose of this partnership is to develop an infrastructure of institutional arrangements and information technologies that will improve the coordination and delivery of educational services. It must be built in ways that foster open communication and mutual cooperation among those holding a stake in the education of adults.

A WORKPLAN FOR THE FUTURE

The plan proposes development and implementation of its recommendations over the six year period between 1990 and 1995. This implementation process would have two phases that coincide with the four year planning cycle mandated by the federal *Adult Education Act* **(PL 100-297)**. As noted previously, both phases of this workplan should be carried out with the fullest possible participation of state and local stakeholders. The first phase will entail development and pilot testing of a prototype model within three to six counties. The second phase will entail cycles of evaluation, component adjustment, and expansion to a progressively larger number of counties **(See Exhibit 20)**.

Exhibit 20
OVERVIEW OF IMPLEMENTATION PHASES

Phase I (1990-93):	**Establish Interim Working Arrangements Among Stakeholders**
	Conduct Planning and Feasibility Studies of Strategic Components
	Develop Prototype Resources and Institutional Arrangements
	Pilot Implementation of Strategic Model in Three to Six Counties
Phase II (1994-95):	**Evaluate and Adjust Components**
	Implementation of Strategic Model in All Counties Wishing to Participate

The ultimate goal is to establish the proposed components in all counties wishing to participate by the year 1995.

The Future is Made Today

The strategic plan is intended to provide a crisp and exciting image of what education can be and invigorate widespread commitment to learning among adults.

The initiatives proposed in the plan have been developed with an eye to the technological resources that will be available and affordable in coming years. Despite the far reaching nature of the Plan, every recommendation set forth is technically possible today.

The recommendations are designed to meet the critical educational needs of our times -- a large measure of which entails the provision of effective and accessible education for literacy and basic skills.

The recommendations are designed to meet the critical educational needs of our times -- a large measure of which entails the provision of effective and accessible education for literacy and basic skills. At the same time, the proposals put forth in this plan are not limited to the goal of providing our citizens, workers and parents with basic skills. The ultimate goal is to create a system of adult learning that more effectively responds to learning needs and delivers educational opportunity to all adults. It is a system designed not only to meet the needs for basic skills, but also to provide learning that enhances the quality of our lives.

An emphasis on implementation of the recommendations is built into all of the special projects, designed to improve literacy levels, which are funded by the state through the federal Adult Basic Education Act. These projects are discussed in **Chapter 6.**

Chapter 6
TOWARD THE FUTURE

The State Department of Education oversees an extended network of adult education with an emphasis on basic skill instruction. In addition, the Department has funded special projects designed to enhance the effectiveness of the State's literacy programs. These programs provide models which can be adapted to other literacy providers and other states.

In addition to the base programs provided by the adult schools and community colleges, the Adult Education Unit of the Youth, Adult, and Alternative Educational Services Division, State Department of Education, administers the federal funds authorized by the Adult Education Act. Approximately 80% of these funds go to local agencies, including qualified community based organizations, as described in **Chapter 3.** The remainder is set aside for special projects such as teacher training, dissemination, research, and evaluation activities or to develop, test and demonstrate materials, methods, or other initiatives needed for an effective program for raising adult basic educational skills.

California, through its state plan required by the Act, has used these funds to set priorities for the state's basic education programs. For example, beginning in 1982, a local plan leading to implementation of Competency Based Adult Education with an emphasis on the life skills associated with functional literacy, was a pre-requisite for obtaining the supplemental federal funds. To facilitate that process all of the special projects were targeted to assist local agencies with CBAE implementation.

Adult Education 2000 Project

Currently these federally funded state initiatives are operating under the rubric of the *Adult Education 2000 Project,* with the goal of giving its citizenry the basic skills needed to keep California competitive in the next century. The kickoff of the *Adult Education 2000 Project* was ***Adult Education for the 21st Century: Strategic Plan to Meet California's Long Term***

Adult Education Needs, which has been summarized in **Chapter 5.** The plan was completed in spring 1989.

The *Adult Education 2000 Project* is composed of the following components:

- **Adult Education Institute for Research and Planning (AEI).** The Adult Education Institute was established to provide a variety of research and planning services. Its initial task will be to coordinate collaborative planning concerning implementation of the strategic plan by identifying options and preparing feasibility studies on each of the fourteen recommendations. Other activities include: ongoing long term planning and goal setting by researching and developing policy options to keep California on the cutting edge of adult learning practices; facilitating the implementation of those goals; facilitating local and state collaborations with other groups interested in adult learning; coordinating advisory and outreach activities; and conducting special research as needed by state and local adult education agencies.

- **Outreach and Technical Assistance Network (OTAN).** The OTAN will provide a variety of staff development and technical assistance activities. Regional staff development will be delivered through a network of continuing and new demonstration sites and resource centers. A technology resource center will be established to investigate and pilot the use of new and emerging technologies in adult education and train teachers in their use. In addition, the project has the responsibility for conducting outreach activities, organizing local consortia, and developing programs in underfunded counties, utilizing technology to reach those in sparsely populated areas.

- **Comprehensive Adult Student Assessment System (CASAS).** CASAS was developed through the cooperative efforts of a consortium of agencies to meet the need for competency-based assessments for student placement, achievement monitoring and certification. The consortium focused on identifying a common core of life skill competencies appropriate for ESL and ABE curricula. An item bank of over 4,000 life skill test items has been developed and field tested by consortium agencies. These items measure a continuum of skill levels from pre-literate through secondary levels. In addition to the item bank, there

is a Curriculum Index and Matrix of commercial materials which address the competencies and a variety of supporting guidance and management materials. Currently California agencies receiving federal ABE funds use and report scores from pre and post tests provided by CASAS. *The Adult Education 2000 Project* will work to assure that CASAS and other assessment measures meet the needs of the future as well as the present

- **ESL Teacher Institute.** The ESL Teacher Institute is a skill-based training program, delivered regionally, designed to meet the need for systematic delivery of teacher training for the large numbers of new ESL instructors entering the system annually. Between ESL program growth and high teacher turnover, it is estimated that a third of the state's ESL instructors are new each year. The ESL Institute is a series of four sessions, with one session on lesson planning incorporating the integration of basic and life skills, and the balance on specific ESL techniques which are selected by Institute participants from a dozen or so available modules. Skill reinforcement is assured through applied practice and assignments between sessions. In addition, prior to sending instructors for training, agency coordinators receive orientation in order to plan systematic follow-up activities with their teachers. Institute trainers are master teachers who, upon nomination, observation, and acceptance, are themselves recipients of rigorous training as staff developers.

- **ABE Teacher Institute.** The ABE Institute will be a new project, tentatively scheduled to begin in early 1990. It will be patterned after the successful ESL Teacher Institute. However, it will be designed to meet the unique needs of ABE instructors, who frequently do not have a background in adult learning and often work in isolation. A forerunner to the ABE Teacher Institute was initiated under the CBAE Staff Development project in the spring of 1986. An ABE Network was established to identify the specific needs of competency based ABE (in contrast to ESL) programs including curriculum development, materials selection and a preliminary look at establishing an ABE Teacher Institute.

- **Adult Education for the Homeless.** The Adult Education for the Homeless project is funded under the auspices of the McKinney Act. The California State Department of Education, Adult Education Unit was awarded funds to provide literacy training

and basic skill remediation to homeless adults within the context of increasing their self esteem. Seven contracts were awarded in 1989 to homeless shelter providers, either independently or in consortia with other shelters and literacy service providers. It is anticipated that during the 1989-90 school year, there will be a total of 13 sites. Data on program outcomes has shown that for the majority of program participants, the program has increased literacy skills and self esteem. In addition, the seven programs have encouraged the further development of literacy skills by: providing a forum for homeless shelters to discuss instructional approaches; improving the reported self esteem of program participants; encouraging program participants to consider enrolling in school or obtaining employment; and improving the self-reported literacy skills of homeless adults.

Conclusion

This paper has presented background materials on literacy instruction in California. Although there are many providers, efforts are dominated by the public school and community college delivery systems.

Whereas much has been accomplished, there is yet much to be done. Growth and funding limitations challenge our public agencies to do more, to serve more people in a more efficient way in order to meet the ever growing population in need of literacy services. The strategic plan, ***Adult Education in the 21st Century*** sets the framework for meeting these challenges.

Innovation in the state is spearheaded by the special projects funded through the Adult Education Act. The Adult Education Unit has carefully focused the use of those funds on projects which set high standards for the field and then assist local agencies in meeting those standards. The strategic plan was developed through one of these projects. The other *Adult Education 2000 Projects* have been described in this chapter. All are working together in the challenge of meeting the literacy needs of the California population.

END

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